THE NEXT STEPS FOR BETTER JOBS IN SAN ANTONIO

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The San Antonio of the future will be home to a well-educated population engaged in higher-level, higher-paying jobs. "Better Jobs is the road map that will guide us."

Mayor Howard Peak

The "Better Jobs" vision has been a part of the San Antonio landscape for several years. The vision of a community with a world-class workforce and equitable economic development has been almost universally embraced. The time is ripe to realize this vision by implementing the Better Jobs Collaborative (BJC).

The BJC would be established as a Municipal Development Corporation (MDC) under the legal authority created by recent legislation—Senate Bill 607. Senate Bill 607 became effective on May 16, 2001, and authorizes the City of San Antonio to form a non-profit corporation to promote local workforce development efforts and —with voter approval—to fund these efforts with an increase in the local sales tax.

The BJC proposed in this report meets the legal requirements of SB 607 and is "scalable" so that the organization could absorb and efficiently manage a sales tax---if approved by San Antonio voters. However, the proposed organizational structure and mission of the BJC is not solely based on new funding sources. The need for more systematic collaboration, stronger accountability, and more disciplined focus exists regardless of whether new funds materialize.

Major characteristics of the BJC described in detail in this report, include:

- The BJC would be organized as a non-profit organization, rather than a traditional city department.
- The BJC would be governed by an 11-member board appointed by the San Antonio City Council. Board members would be selected from the 11 Council districts and serve staggered terms.
- The BJC board would be employer-driven, and include representation from the education community, including early childhood education.
- The BJC would be placed at a highly visible level in city government. Specifically, the BJC Executive Director would be an Assistant City Manager hired by the City Manager with board input. The BJC organization would be limited to *four* full-time employees. As required by state law, the BJC staff would be city employees.
- The BJC would undergo a comprehensive performance review after five years to determine whether the organization has been a success or failure, and if it should be terminated or extended.

Responsibilities of the Better Jobs Collaborative

The functions of the BJC would be clearly defined and focused to ensure success of the new organization, to avoid bureaucratic red-tape and to earn the public trust. BJC responsibilities fall into three basic categories: *Vision, Partnerships, and Accountability*

Vision

An essential and ongoing role for the BJC would be to clearly articulate a vision of a community strongly committed to creating equitable economic development by investing in human capital during all life phases. The BJC Executive Director should be a passionate communicator and skilled at marketing this vision and recruit partners into the collaborative.

Partnership

The BJC would be empowered and responsible for identifying and fostering innovative partnerships that further the overriding goal of the Better Jobs initiative—equitable economic development driven by a world-class workforce.

To avoid duplication of efforts, the BJC would use the newly created San Antonio Inc, a coordinating initiative of the San Antonio Department of Economic Development, as a forum to build partnerships.

Accountability

A third core role for the BJC is to develop a credible accountability system for the expenditure of workforce, economic, and human development funds. BJC would lead a community-wide effort to adopt five *Community Success Benchmarks*. These benchmarks would identify specific goals in the area of early childhood development, high school graduation rates, higher educational attainment, adult education, and wage levels. BJC would regularly monitoring progress, and would refine the *Community Success Benchmarks* after five years.

To ensure that community resources are spent with an eye towards results, the BJC would spearhead the development and execution of a voluntary *Community Collaborative Agreement* (CCA). The CCA would convene funding organizations to commit to focusing on activities that will help the community achieve the Community Success Benchmarks and requiring the programs that they fund meet demanding accountability standards.

The BJC would partner with organizations like the United Way to develop a voluntary "Gold Standard" for programs that contain strong accountability features, such as the use of true outcome measures, alignment with Community Success Benchmarks, financial efficiency, and user-friendly annual public reporting. In addition, the BJC would partner with existing community resources to provide technical assistance and training to organizations with little or no experience in accountability or performance measurement.

Research and Analytical Steps Leading to the *Better Jobs Collaborative* Proposal.

The proposal outlined above is based on several years of hard work undertaken by the Better Jobs Task Force and other groups involved in the development of the Better Jobs initiative. The input and exhaustive efforts undertaken by city leaders and community volunteers has played a critical role in the development of this report, and the proposals presented in *Chapters Four* and *Five* of this report. The proposal is also based on several research and analytical steps undertaken during the past four months. These include:

Labor Market Analysis

The labor market trends illustrated in *Chapter One* of this report provide the analytical justification for the Better Jobs Collaborative and the need for immediate and focused action. In the context of a modern economy, the importance of skills upgrading in the San Antonio region has never been greater—especially given the area's excess supply of low-skilled workers.

Stakeholder Input

Another research step that played a critical role in the development of this report and the recommended structure for the Better Jobs Collaborative is the stakeholder input process. The consultant team collected extensive public input from key San Antonio area stakeholders, including those both actively involved as well as less aware of the San Antonio Better Jobs initiative. Input was collected during individual interviews, strategic planning sessions, and discussion groups with diverse members of the community.

The purpose of gathering stakeholder input was to ensure that the consultant team could fully consider the thoughts, suggestions and opinions of all local stakeholders who had an interest in the concept and philosophy of Better Jobs. Exhaustive stakeholder input provided guidance on how to structure and implement a Better Jobs organization that would allow for maximum acceptance by the broader community and success in the long term. Critical issues identified by stakeholders, include the following:

- Better Jobs needs to remain a visionary initiative and to "push the envelope."
- Better Jobs only works if it brings together everyone in the community (education, government, business, and community).
- Accountability must be a top priority.
- Better Jobs must strike a balance between short-term and long-term goals.
- The Better Jobs organization, to the extent there is one, must be lean and not bureaucratic.
- Workforce development in general is seen as ineffective and inefficient, increasing the challenge for Better Jobs.

Chapter Two of this report details and analyses the information gathered during the stakeholder input process.

Best Practice Research

Chapter Three of this report includes extensive best practice research to identify innovative approaches and "lessons learned" in six programmatic areas that are functionally related to the Better Jobs initiative. These areas include early childhood development, literacy, K-12 education, workforce development; economic development, and life skills.

In the process of conducting research for this report, no *single* program was uncovered that blends workforce, economic, and human development in the way envisioned by the Better Jobs initiative. The San Antonio Better Jobs initiative remains a unique concept that, if implemented effectively, will almost certainly attract national attention.

Numerous lessons were drawn from this critical research, including:

- Business representation and involvement is a critical success factor.
- Don't judge an organization's success by its budget or ability to hand out dollars.
- Involve the community and keep them informed.
- Do not overlook the job training needs of the city's existing employment base.
- Develop strong linkages with business and political leadership.
- Developing and sustaining relationships takes work.
- Clearly define partner roles and responsibilities when developing a collaborative effort.

Organizational Assessment

To gain a better understanding of the current range of programs and services that fit under the Better Jobs umbrella, the consulting team conducted a high-level organizational assessment of several key city departments and programs. *Chapter Six* of this report includes detailed department and program profiles, as well as specific findings and recommendations.

Service Inventory

The consulting team also developed an inventory and analysis of the wide array of San Antonio area economic, workforce, or human development programs and services. An analysis of the service inventory is included in *Chapter Seven* of the report, while the actual inventory has been created as an Excel spreadsheet to facilitate use by the Better Jobs Collaborative staff, and other interested parties.

INTRODUCTION

INTRODUCTION

The vision of the San Antonio Better Jobs initiative is one that nearly everyone can embrace. San Antonio's need to raise the education and skill level of its workforce is an almost universal assumption throughout the community, and, in fact, significant research and data confirms that need. The desire for sustainable and equitable economic development is voiced by a variety of businesses, community leaders and elected officials alike. Raising the skill level of the San Antonio workforce through a coordinated, holistic approach, and emphasizing a continuum of services that includes workforce, economic, and human development is a strategy that enjoys broad support and brings out the best characteristics of this diverse and dynamic community.

This report is another step in the realization of the vision that has become known as *San Antonio Better Jobs*. Since 1998, Mayor Howard Peak, the San Antonio city council, and leaders from business, public schools, higher education, early childhood and human development, workforce training, neighborhood and community groups have continued to articulate this vision. Task forces composed of various players have encouraged new thinking about the needs and realities of each constituency, and have developed a new level of understanding by these interest groups regarding what each brings to the table and the exciting possibilities of new partnerships.

In order to continue the progress that has been made to date, this report proposes an organizational structure based on the following research and analytical steps:

- an analysis of the San Antonio labor market;
- best practices research into a variety of other successful collaborations and initiatives;
- an inventory of current programs and services operating throughout San Antonio;
- high-level organizational assessments of certain key departments and programs; and
- a plan for a demanding and high quality accountability system that includes specific community success benchmarks and a collaborative process to modify and develop those on a regular basis.

Accepting the organizational model proposed on the following pages, or one similar, is by no means a final step in this process of improving the quality of life in San Antonio. In fact, there will always be work to do because, from its inception, Better Jobs has been about change, creativity and stretching for new heights. The Better Jobs vision can only be made a reality with a dynamic organization that is nimble and non-bureaucratic. It must also be a collaboration (which by their very nature demand flexibility and a willingness to change) because a single entity cannot provide the resources alone, or guarantee the accountability necessary to give this ambitious effort the credibility needed to be embraced by the entire community.

CHAPTER 1.0
SAN ANTONIO LABOR MARKET ANALYSIS

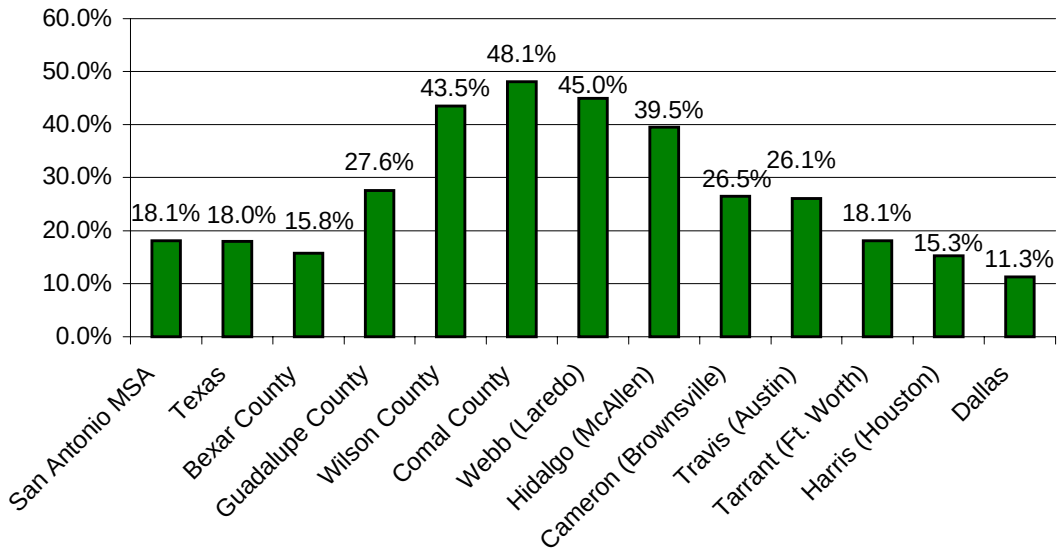
1.0: SAN ANTONIO LABOR MARKET ANALYSIS

OVERVIEW

With a total labor force of over 785,000 workers, the San Antonio Metropolitan Statistical Area (MSA) is the employment leader of Central and South Texas. While San Antonio MSA's population grew by 18 percent between 1990-1999, the region's employment base increased by an impressive 36 percent. Wages paid to local workers reached an average all-time high of $28,452 and unemployment fell to 3.4 percent. The San Antonio MSA was clearly a beneficiary of an expanding national economy.

Regional population and employment growth during the 1990s were above average when compared to the state as a whole, but areas in the region more than kept pace. As expected, Texas-Mexico border communities have seen their populations and labor force increase at explosive rates. In addition to local demographic pressures, much of this growth can be attributed to the appeal of relatively low-skilled labor on both sides of the border. The Austin MSA also experienced tremendous growth as a result of a booming high tech economy that attracted thousands of new residents. Somewhat surprisingly, population and growth in Bexar County actual lagged that of the state, although the outlying counties in the San Antonio area have increased at a faster rate than the core county. The same pattern is true in Dallas, Fort Worth, and Houston; the surrounding suburbs and edge cities are accounting for much of these regions' marginal growth.

EXHIBIT 1-1
POPULATION GROWTH



The projected growth of other Texas communities and the changing structure of the new economy will have major repercussions for San Antonio. As economic globalization places greater cost pressures on domestic producers, the incentives to move low value-added production offshore will increase, putting domestic firms that rely on cheap labor at risk. San Antonio has already felt the impact of this economic restructuring. According to a report prepared for the Ford Foundation in 1996 on Project Quest,

> *"For years the San Antonio economy had experienced growth of both high-paid, high-skill work and of low-skill jobs that were compensated at decent wages in various public and private operations: at Kelly Air Force Base, the Roeglein meat packing plant, Miller Curtain, San Antonio Shoe, construction companies and a Levi's plant. Options existed for the less educated and skilled of San Antonio's South, East and West sides to attain a living wage and security for their families. This started to change in the 1980s: San Antonio lost more than 14,000 jobs in manufacturing, textiles, transportation, construction, and other industrial occupations during the 1980s. At the same time the city gained almost 19,000 relatively well paying jobs in fields that demanded relatively high skills: from health care and education to auto repair and legal research. Other gains occurred in low wage, low skill jobs, such as those in the tourist industry. Those jobs, however, didn't pay enough to support a family.*
>
> *Of particular significance in this transition was the closing of a number of manufacturing plants that had traditionally offered low skill work at moderate wages. Most accounts date the momentum for the development of Project QUEST from the January 1990 announcement of the closing of a Levi's plant that had employed more than 1,000 people."*

San Antonio's attractive quality of life, low cost of living, and abundance of lower skilled labor have been fundamental to the past decade's sustained economic growth. However, diversification of the economy has been a major concern of the San Antonio community and its leaders. While all agree that San Antonio has benefited greatly from the strong tourism sector, many concerned citizens ask, "Is San Antonio too dependent on lower-wage jobs?" These concerns have in part translated into a heightened focus on workforce skills development, including the Better Jobs initiative. The following section more fully describes the forces driving the need for this upgrade and San Antonio's current status.

The Role of Skills in the Modern Economy

While the United States economy has slowed in recent months, the past fifteen years have brought unprecedented prosperity. This prosperity is based in part on fundamental changes in the structure of the economy, including the globalization of production and a substantial increase in the use of technology. These factors in turn have combined with long-run changes in education, training, and demographics to redefine the skills that are required of the labor force.

Rising Use of Technology

New technologies are reshaping the skills needed in the modern workforce, both by creating new jobs as well redefining existing ones. For example, the widespread use of microprocessors has led to a restructuring of production and administrative processes throughout the economy. As a result, work previously done by unskilled and low-skilled workers may now be handled automatically. With the elimination of repetitive tasks, remaining employees are called to perform increasingly sophisticated activities. The complexity of existing occupations has changed as well, with some jobs requiring a heightened level of technical knowledge (such as those who use computer aided design, or CAD systems) and others having been simplified (i.e., sales clerks who use a scanner rather than keying in a price). According to the Bureau of Labor Statistics, a large part of the modification of job content is attributable to technological change. "Although job titles frequently remain the same while innovation is taking place, over time, employers have less demand for manual dexterity, physical strength for materials handling, and for traditional craftsmanship. In the printing industry, for example, electronic composition methods have replaced long-standing craft skills, and employment of compositors and typesetters has declined sharply."

Shifting of Low-Skill Production Offshore

Changes in the organization of the production process have always led to changes in the skills mix required of the workforce. During the first half of the century, manufacturing moved from small, artisan shops toward the assembly line process. This evolution contributed to a reduction in the differential in wages between skilled and unskilled workers from 1930 to 1950. However, this trend was reversed in recent years, as corporations increasingly have relocated their low-skilled production to foreign countries where wage rates are even lower. While moving jobs abroad reduces demand for low-skill labor in the U.S., it does increase the need for higher-skilled workers who coordinate or oversee foreign production. This is confirmed by a number of studies have found that rising levels of equipment per worker in general and information technology in particular lead to an upgrading of the workforce toward better educated and white collar workers. Technological change and globalization, therefore, are complementary forces in the widening of skill differentials in the U.S., and the growing emphasis on raising the skills level of the labor force is in part a response to these underlying trends.

The Relationship Between Skills and Earnings

According to human capital theory, firms pay higher wages to more educated and experienced workers, all else being equal, because their additional skills raise their productivity compared to workers with less education and experience. At the same time, individuals invest in education and training, both by paying the direct costs and by incurring the opportunity costs, in the expectation that they will earn a higher wage in the future. These expectations normally are borne out; Table 1-1 shows the relative earnings and unemployment rates nationwide by level of educational attainment in recent years.

TABLE 1-1
EDUCATION AND EARNINGS

Unemployment rate in 1998 (Percent)	**Education Level Attained**	**Median earnings in 1997** (dollars)
1.3	Professional degree	72,700
1.4	Doctorate	62,400
1.6	Master's degree	50,000
1.9	Bachelor's degree	40,100
2.5	Associate degree	31,700
3.2	Some college, no degree	30,400
4.0	High-school graduate	26,000
7.1	Less than a high-school diploma	19,700

Source: Bureau of Labor Statistics, online data

As the data shows, those with a bachelor's degree earned 54 percent more than those with a high school degree. Similar patterns are evident in the relationship between experience and earnings. Table 1-2 shows the earnings ratio of workers with fifteen years of experience compared to those with five years experience.

TABLE 1-2
RATIO OF EARNINGS FOR 15 VS. 5 YEARS EXPERIENCE

	1970	**1980**	**1990**	**1997**
Men	1.47	1.70	1.70	1.64
Women	1.15	1.22	1.28	1.35

Source: Bureau of Labor Statistics, online data

There is a tendency to interpret the trends outlined above as a call for the recruitment and substitution of high value-added industries such as technology manufacturing for more traditional industries. While it is true that technology and professional services tend to pay higher average wages than sectors such as tourism and assembly manufacturing, that does not mean that these industries only contain low wage jobs. All firms pay a premium for skill, since skill translates into greater productivity. These premiums can be dramatic, as the following table illustrates.

TABLE 1-3
HOURLY WAGES BY OCCUPATION AND KNOWLEDGE LEVEL

	Knowledge Level							
Major Occupational Group	**1**	**2**	**3**	**4**	**5**	**6**	**7**	**8**
ALL	$6.68	$8.88	$11.96	$16.12	$18.61	$23.06	$31.15	$46.08
Professional				$12.39	$18.04	$23.59	$29.76	$42.03
Technical		$8.85	$11.16	$14.60	$17.91	$23.79		
Executive				$13.42	$15.71	$20.69	$31.32	$49.26
Sales	$6.30	$7.74	$10.16	$14.62				
Clerical	$6.84	$9.02	$11.58	$15.05	$16.24			
Precision Production		$9.36	$13.65	$18.07	$21.89	$25.35		
Machine Operators	$7.37	$10.22	$13.11	$16.51				
Transport	$7.27	$11.66	$14.59	$18.17				
Laborers	$7.13	$9.75	$13.33					
Service	$6.18	$7.18	$10.65	$16.16				

Source: Bureau of Labor Statistics, online data.

This table shows average hourly wage rates nationwide for major occupational groups organized by the level of knowledge of the worker. The eight levels shown are as follows:

Level 1: Perform simple tasks; little or no previous training.

Level 2: Implement common procedures; some training.

Level 3: Knowledge of standardized rules. Considerable training/experience.

Level 4: Knowledge of extensive rules in generic field to perform a wide variety of tasks.

Level 5: Knowledge of specialized/complicated techniques. BA/S degree or comparable experience.

Level 6: Knowledge of a wide range of administrative methods. Graduate study or comparable experience.

Level 7: Knowledge of wide range of concepts or principles. Extensive graduate study or comparable experience.

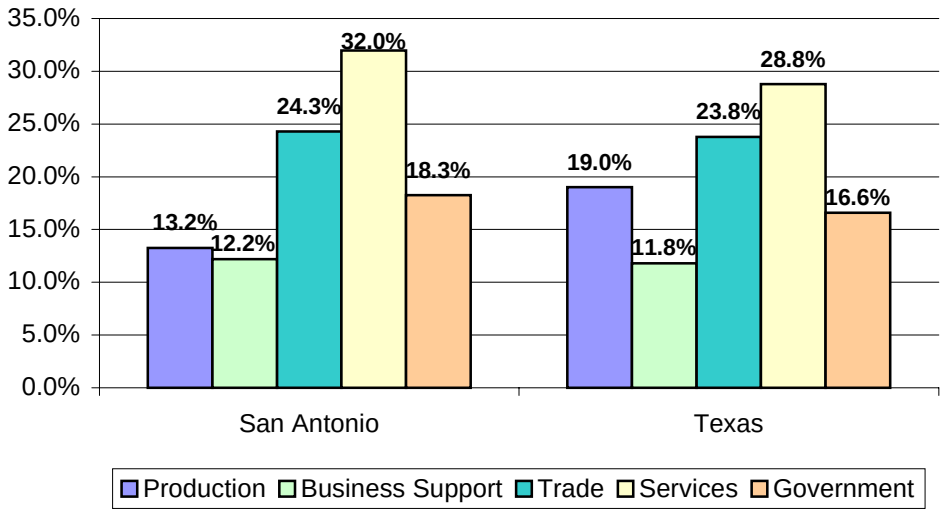
Level 8: Mastery of field to apply experimental theories/new developments.

What emerges from the above is that a premium is paid for skills, regardless of industry. This in turn suggests that ongoing workforce development is fundamental to raising wage rates, and that workers who are already in the labor force may have an opportunity to realize a significant increase in compensation within their chosen field through enhancing their skill set.

San Antonio's Economic Base

Industrial Structure

Along with the strong military and government presence, the San Antonio economy has historically been based on to two main private sector industries – services and retail trade. In 2000, these two sectors (which encompass the tourism industry) accounted for nearly 55 percent of total regional employment or roughly 400,000 jobs. By contrast, employment statewide is more heavily concentrated in the production sector.



Note: Production includes Mining, Construction, and Manufacturing. Business Support includes Transportation/Utilities and FIRE

Given their relative local importance, it is not surprising that services and retail trade grew rapidly over the past decade. The construction sector also experienced significant growth as the demand for new office space and residential housing pushed employment to nearly 40,000.

TABLE 1-4
SAN ANTONIO EMPLOYMENT BY SECTOR AND GROWTH

	Total Employment in 2000	% Change 1991-2000
Mining	2,000	5.3%
Construction	38,900	69.9%
Manufacturing	54,500	19.3%
Transportation/Communication/Utilities	37,300	60.8%
Wholesale and Retail Trade	175,100	32.8%
Finance & Real Estate	50,500	30.5%
Services	230,300	56.7%
Government	131,700	8.7%
TOTAL	720,300	35.3%

While San Antonio experienced strong growth in its traditional base, the region did not fare as well in expanding its production sector. From 1990-1999 total regional employment increased roughly 35 percent, while the manufacturing sector grew less than 20 percent. In addition, San Antonio has had limited success in attracting significant investment from technology firms – an industry whose average wage rate is nearly double that of non-technology sectors. The American Electronics Association estimates that there are currently 20,000 high tech workers in San Antonio, with the average employee earning nearly $50,000. While San Antonio's technology growth rate compares favorably to other communities (primarily because the region's base was so low), the region is far behind other Texas cities – Austin (69,000), Dallas (176,000), and Houston (72,000). The majority of employment in this sector can also be found in a small number of firms (i.e., SBC and USAA), another indication that this sector is not well developed.

Wages & Occupational Structure

Employment and wages have been growing at a steady rate over the past two decades. San Antonio's employment growth averaged approximately 3 percent in the 1990s and real wage growth averaged 4 percent.

Bexar County per capita income has risen from $16,427 in 1990 to $24,785 during 1999, a compound annual growth rate of 4.7%. While this pace is slightly more rapid than the comparable national figure of 4.3%, most of those relative gains were realized during the first half of the 1990s. As the table shows, San Antonio's per capita income as a percentage of the United States has drifted downwards in the past five years.

TABLE 1-5
PER CAPITA INCOME

	United States	Texas	Bexar County	As a % of US
1990	$19,584	$17,458	$16,427	83.9%
1991	$20,089	$18,150	$17,138	85.3%
1992	$21,082	$19,146	$18,183	86.2%
1993	$21,718	$19,825	$18,914	87.1%
1994	$22,581	$20,590	$20,027	88.7%
1995	$23,562	$21,526	$20,996	89.1%
1996	$24,651	$22,557	$21,833	88.6%
1997	$25,874	$24,228	$22,911	88.5%
1998	$27,321	$25,793	$23,961	87.7%
1999	$28,546	$26,834	$24,785	86.8%

By the same token, the average annual wage paid per job is not closing the gap with the state of Texas or national averages. The compound annual growth rate in Bexar County wages per job from 1990 to 1999 was 3.6 percent, compared to the U.S. at 3.8 percent. Wages paid to local workers are currently 13 percent below the national average –a widening from the 11.5 percent differential in 1990.

TABLE 1-6
WAGES PER JOB

	United States	Texas	Bexar County	As a % of US
1990	$23,322	$22,479	$20,647	88.5%
1991	$24,216	$23,384	$21,436	88.5%
1992	$25,468	$24,566	$22,483	88.3%
1993	$25,888	$24,989	$23,010	88.9%
1994	$26,507	$25,480	$23,390	88.2%
1995	$27,400	$26,405	$24,210	88.4%
1996	$28,469	$27,598	$24,939	87.6%
1997	$29,805	$29,108	$25,905	86.9%
1998	$31,325	$30,893	$27,330	87.2%
1999	$32,711	$32,254	$28,452	87.0%

In looking at wages paid by occupation in San Antonio compared to the United States, a pattern becomes clear. A number of factors contribute to lower average wages in San Antonio than nationwide, including differences in the cost of living and productivity rates. However, while San Antonio wages overall are below the comparable figures for the U.S., they are especially low in occupational categories which are low-value added, ie, that require relatively lower levels of skill. This pattern holds across both white-collar and blue-collar industries; white collar wages are lowest for administrative support persons (the lowest skill category), while the gap is widest at the lower end of the blue-collar category (laborers, material handlers, etc.).

TABLE 1-7
1999 HOURLY WAGES BY OCCUPATION

	United States	San Antonio	San Antonio Relative to US
White Collar, excluding Sales			
Professional specialty and technical	$25.72	$22.34	-13.1%
Executive, administrative, and managerial	$29.64	$28.69	-3.2%
Administrative support	$14.17	$10.94	-22.8%
Sales	$12.81	$11.99	-6.4%
Blue-collar occupations			
Precision production, craft, and repair	$17.69	$14.74	-16.7%
Machine operators, assemblers, and inspectors	$12.37	$8.62	-30.3%
Transportation and material moving	$14.64	$9.82	-32.9%
Handlers, equipment cleaners, helpers, and laborers	$10.34	$8.08	-21.9%
Service occupations	$10.16	$8.24	-18.9%

Further insight into the wage disparity comes from examining the distribution of employment by occupation. As the table below indicates, San Antonio's occupational structure is relatively heavily concentrated in lower value-added positions such as administrative support, sales, handlers & laborers, and services. It is interesting to note that the community also has a higher than average concentration of precision production & repair workers, which likely is due to the military and aircraft maintenance industries. The overall picture, however, is of a labor force disproportionately concentrated in low skill occupations. This is consistent with the wage information given above. Just as they do in other markets, the laws of supply and demand apply to the workforce; an excess of supply of low-skilled labor will tend to constrain wage rates for those occupations. As a result, San Antonio wages for low-skill jobs are depressed below what the other factors mentioned above suggest they otherwise would be.

TABLE 1-8
DISTRIBUTION OF EMPLOYMENT BY OCCUPATION

	United States	San Antonio
White Collar, excluding Sales		
Professional specialty and technical	20.7%	18.2%
Executive, administrative, and managerial	8.0%	6.6%
Administrative support	16.8%	21.4%
Sales	7.1%	8.6%
Blue-collar occupations		
Precision production, craft, and repair	7.9%	9.2%
Machine operators, assemblers, and inspectors	9.3%	5.5%
Transportation and material moving	4.0%	2.4%
Handlers, equipment cleaners, helpers, and laborers	7.1%	7.4%
Service occupations	19.1%	20.8%

Changing Skills Required In the Workforce

Acceleration in the pace of change is one of the defining elements of the modern economy. At the onset of the twenty-first century, this rapid rate of change has made the world in which we live and work increasingly complex, which in turn creates profound changes in both the individual and society. As an example, where it was once typical for a worker to stay with one company for forty years, the average adult today will make five to seven major career changes in a lifetime.

Economic restructuring requires workers who can effectively adapt to a complex, evolving workplace. Instead of performing simple procedural and repetitive tasks, a worker now is responsible for inferences, diagnosis, judgment, and decision-making, often under time pressure. At the same time, a traditional bureaucratic structure (with its emphasis on multiple layers of management) is being replaced by collaboration, where teamwork, communication, and interpersonal skills are essential to efficient production.

Not surprisingly, these human elements are now recognized as critical to success. Previously considered as a subset of traditional variables (land, labor, and capital), the ability to manage information and deploy human resources is now seen as a distinct factor of production that is a key determinant of the overall productivity of an organization. These changes in the nature of work have changed the requirements of the modern workforce. Results from numerous commissions, task forces, and studies are consistent – regardless of industry or size, business is looking for workers who have basic academic skills, higher order thinking ability, an orientation toward teamwork and collaboration, and personal characteristics such as a positive attitude and sound work habits.

This evolution of the skills requirement means that, perhaps more than ever before, the capabilities of the local labor force are the determining factor in the longer-term economic outlook for any community. This is especially true in San Antonio, where the relatively heavy concentration of lower skilled workers historically has helped foster a greater emphasis on industries such as assembly manufacturing and tourism. Given the global economic restructuring outlined above, continued growth in these traditional industries (especially low value-added manufacturing) is problematic at best. The challenge is for San Antonio to invest in upgrading the skills of its labor force to meet the needs of the modern economy, and, in the process, raise the level of prosperity throughout the community.

CHAPTER 2.0
STAKEHOLDER INPUT

2.0: STAKEHOLDER INPUT

BACKGROUND

A major activity conducted in the process of developing this report involved collecting input from key San Antonio area stakeholders, including those both actively involved as well as less aware of the San Antonio Better Jobs initiative. The purpose of collecting this public input was to ensure that the consultant team was able to take into full consideration the thoughts, suggestions and opinions of all local stakeholders who had an interest in the concept and philosophy of Better Jobs. Receiving this input was especially important from those who had been working extensively on developing the concept from its beginnings. Exhaustive stakeholder input provided guidance on how to structure and implement a Better Jobs organization that would allow for maximum acceptance by the broader community and success in the long term.

Several methods were used to gather stakeholder input, including

- Individual interviews,
- Planning Sessions, and
- Discussion Groups.

The consultant team conducted individual interviews as well as discussion groups with a number of key external audiences to gain a better understanding of their perspective about Better Jobs issues. The targeted representative groups included: business owners and employers, education experts, and clients of workforce or human development programs. There were also two planning sessions that allowed the Better Jobs Task Force members to make clear their priorities and vision with regard to the Better Jobs organization and its main functions and priorities. The stakeholder input was collected in San Antonio from March through April of 2001. The appendix of this report lists the dates of all the interviews and sessions conducted.

This chapter describes each process used for the stakeholder interviews, group discussions, and planning sessions and presents a summary of the opinions expressed during each process.

INDIVIDUAL INTERVIEWS

Obtaining input from business and government leaders, representatives from key local organizations and members of the Better Jobs Task Force allowed the consultant team to better understand the origin and development of the Better Jobs concept. The individuals interviewed were selected by the consultant team, the Mayor's office and the City Manager's staff. The consultant team ultimately conducted more than three dozen individual interviews. The initial list of interviewees and the discussion guide are provided in the appendix of this report.

Each individual interview participated in a discussion using a standardized discussion guide that covered four critical areas related to Better Jobs. The topics included:

- Definition of Better Jobs,
- Key Roles for Better Jobs,
- Definition of Success, and
- Challenges for Better Jobs.

General Perceptions about the Definition of Better Jobs

Interviewers asked all participants in individual interviews to describe their involvement in and knowledge of the Better Jobs initiative. Following that discussion, the individuals were asked to complete the sentence, "Better Jobs is…."

Interviewees represented a broad spectrum of the community and had varying degrees of experience with the Better Jobs initiative. Some individuals had been involved in Better Jobs for several years. Some remained very active with the initiative, while others had little knowledge of current activities. Others had become actively involved in the Task Force. Still others were relatively new to the whole effort.

All participants perceived a tremendous need in San Antonio to raise the skill level among community residents in order for them to be better prepared for the job market in the 21st century. Whether involved in the Better Jobs initiative currently or in the past, interviewees articulated the idea that attracting businesses to San Antonio and growing the local economy depended in large measure on a qualified labor pool. The San Antonio labor pool was considered a weakness in the community. Business, community and government leaders alike acknowledged that there is considerable demand for medium and high-skill workers in San Antonio. At the same time, interviewees perceived that the city has a large pool of low-skill workers who will have much more difficulty succeeding in the new economy. Interviewees perceived Better Jobs as a concept aimed at helping not only individuals but also the San Antonio community as a whole.

Many of the specific comments that interviewees made touched on how these stakeholders define Better Jobs as a unique vision that can help San Antonio address the challenges of economic and human capital development. One interviewee viewed Better Jobs as "an initiative that addresses development and training for San Antonians "from cradle to grave." Others defined Better Jobs as "a coordinated strategic approach to develop human capital and enhanced economic development, or as "a vision, a community attitude, a philosophical standard." Interviewees saw Better Jobs as being broad in scope, defining it as "a systemic approach to developing human capital" or "a holistic approach to economic development."

Defining more precisely what Better Jobs actually is and does proved to be a more challenging task for many of the individuals. The one characteristic that arose was that as an organization, Better Jobs was "a public/private partnership." A number of participants expressed some frustration with the lack of focus and specificity. However, some individuals viewed the desire to focus as limiting the visionary nature of the Better Jobs concept.

Key Roles for Better Jobs

Interviewees were asked to define what roles Better Jobs should focus on and the priority of these roles. Interviewers provided interviewees a list of four possible roles. The roles suggested were:

- Coordinator of local efforts;
- Funnel for funding related to certain workforce training, human development, and economic development programs;
- Resource to identify potential partnerships, innovations and best practices; and
- Enforcer of accountability.

Interviewees were also given an opportunity to make recommendations on additional roles. The results on the preferences of the individuals interviewed are presented in the table below.

TABLE 2-1
KEY ROLES OF BETTER JOBS INITIATIVE
INDIVIDUAL INTERVIEW RESPONSES

Response	Total Mentions
Accountability	24
Coordinator of Local Efforts	18
Resource to Identify Partnerships	15
Other (Funnel for Funding, etc.)	8

The top ranked role for Better Jobs among the individuals interviewed was the role of enforcer of accountability. Twenty-four individuals of the twenty-six interviewed chose this role as either a first or second choice. Interviewees viewed Better Jobs as an entity that could help San Antonio become more effective and efficient in its efforts related to education and workforce training. There were few that named the role as a funnel for program funding a top priority.

Other key roles for Better Jobs were the coordinator of local efforts and a resource to identify potential partnerships. Interviewees perceived these roles to be similar and complementary. The coordinator of local efforts role received eighteen first or second choice mentions. The resource to identify potential partnerships role received fifteen first or second choice mentions. Interviewees perceived that Better Jobs could help San Antonio use resources more effectively, minimize duplication and direct efforts to where they are most needed, either by coordinating current efforts or by helping to forge partnerships among existing activities.

Interviewees were largely in agreement that Better Jobs did not need to be a new spending organization. The funnel for funding decisions role received only eight first or second choice mentions. Interviewees tended to stress that the Better Jobs initiative was not so much about additional funds but rather about more effective use of existing funds.

Definition of Success for Better Jobs

When asked about measuring what would represent success for the Better Jobs initiative in five years' time, respondents reinforced the concepts that they articulated in their initial definition of Better Jobs: an organization broad in scope that ensured that San Antonio has "a skilled workforce readily available to enter jobs." Stakeholders viewed success as putting that broad vision and philosophy into action, "giving it legs" or "putting meat on the bones."

Some respondents noted that San Antonio is perceived a "low-wage" city, a characteristic that is exacerbated by the "brain drain" of qualified candidates who choose to relocate to receive higher wages for comparable jobs. If Better Jobs can work to reverse this trend, some individuals believe that Better Jobs will have been a success. Some respondents felt that the "low-wage" feature has long been a selling point within the economic development community to attract new industries. However, many interviewees perceived that in the near-term and long run to maintain and improve the quality of life for San Antonio, new employers to the region will seek higher-skilled workers and, correspondingly, be required to pay higher wages. Better Jobs will be a success if it helps the community prepare that workforce.

Many respondents strongly believe that the Better Jobs initiative needs to be put into operation with a lean and nimble organization, one that works to "maximize the assets of the people in our community." It was critical that Better Jobs not become "a new bureaucracy." Most respondents believed that to be successful, Better Jobs needed to help the community spend its current resources more effectively and help track progress on an ongoing basis, to ensure that the desired outcomes are achieved in the core priority areas.

This perception ties into perhaps the most important factor for success factor identified by individual interview participants—the need for a mechanism to ensure greater accountability of funds currently spent on Better Jobs-type programs. If Better Jobs could ensure the quality of programs that are funded by organizations in the community and also monitor the outcomes from those individual programs, the initiative could accomplish its objective of ensuring a "highly trained San Antonio workforce."

Main Challenges for Better Jobs

Stakeholders articulated a number of challenges facing Better Jobs, primarily related to how to provide focus and specificity to the initiative without losing sight of the broader vision. Some interviewees who had been involved with the Better Jobs concept since its inception believed that it had been difficult to sell the Better Jobs idea beyond the inner circle, but that it was important to convince the public at large that this initiative was important. In particular, individuals interviewed believed that Better Jobs needed to incorporate members from the broad-based San Antonio community in order to be successful.

PLANNING SESSIONS

Together with the City of San Antonio staff, the consultant team organized and conducted two strategic planning sessions. The first session was for the purpose of gaining a better understanding of the strategic planning session participants' perceptions about Better Jobs and current Better-Jobs related resources in San Antonio. Strategic planning session participants included: the Ad Hoc Committee, the original Better Jobs Task Force leaders, representatives from other agencies and representatives from the Department of Community Initiatives, and the Parks and Recreation and Economic Development. There were 34 participants in this planning session, held on March 21, 2001. The agenda for this session is presented in the appendix of this report.

Definition of Better Jobs

Similar to the individual interviews, the consultants asked participants in the first planning session to complete the sentence "Better Jobs is…". Despite the fact that only some of the planning session participants on March 21, 2001 also participated in the individual interviews, the responses to this exercise are consistent with those provided in individual interviews. The discussion that followed the exercise provided additional insights for the consultant team on the Better Jobs vision.

Participants in the first planning session shared the view expressed by individual interviewees that Better Jobs was a vision or a philosophy that would enhance San Antonio's human and economic development. The responses were largely consistent within the group. One participant defined Better Jobs as "a coordinated, strategic approach to develop human capital in the local workforce that will result in enhanced economic development." Another defined it as "a systematic approach to improve the quality of life for all San Antonians by raising the education and skill level of our residents."

Like the stakeholders interviewed individually, participants in the first planning session perceived that the Better Jobs initiative needed to be a public-private partnership, taking into account both the needs of individuals who seek jobs in the marketplace and the businesses that create those employment opportunities. In the words of one participant, Better Jobs is "a way of working collaboratively to improve the quality of life through education, workforce and economic development."

All March 21, 2001 planning session participants articulated a need for Better Jobs to provide better accountability for the relevant programs that San Antonio currently operates. Points of disagreement emerged when participants tried to define what accountability meant and to move beyond the philosophy. Some planning session participants on this first day agreed that the Better Jobs organization needed to be small, non-bureaucratic and separate from city government. Others believed that having a Better Jobs organization within city government would give it a stronger formal structure and provide a better guarantee of resources for its operation. This topic was covered in greater depth during the second planning session on March 26, 2001.

During the first planning session, the consultant team also presented material to the session participants that would provide context for MGT's recommendations about Better Jobs.

This material included an economic and demographic overview of San Antonio. This presentation reiterated the current socio-economic status of San Antonio, with double the national poverty rate and a considerably lower median household income. These statistics are largely the result of lower levels of educational attainment and basic skills for a considerable portion of San Antonio's population. The presentation pointed to higher educational attainment being linked to higher skill level and correspondingly higher wage rates.

Other material provided for context on March 21, 2001 summarized the Service Inventory that the consultant team has been creating as part of this Better Jobs report. This Services Inventory seeks to determine whether the resources for achieving Better Jobs goals are in place. Analysts cast a wide net looking for programs with the potential to create a high-skill workforce and attract higher paying jobs to San Antonio. The consultant team provided a draft Service Inventory to the strategic planning session participants for review and asked for feedback to improve the final product.

Priority Areas of Activity for Better Jobs

In order to begin articulating community success benchmarks for the Better Jobs initiative, there was a final exercise in goal setting with participants. Participants were asked to select a top priority area from among the six functional areas that have been identified with the Better Jobs concept (early childhood development, K-12 education, literacy, job training, economic development and human development).

The results of this exercise reflect the difficulty of establishing priorities in San Antonio. Participants were divided into five working groups to discuss their rationale for selecting one area over another as a top priority for the Better Jobs organization. One group said that all areas were equally important, so that no one could be labeled as "top priority," since they were all interrelated. Two groups selected early childhood development. These groups viewed early intervention as the key in creating a better-educated population with the life and work skills necessary to succeed in the jobs of the 21st century. At the opposite side of the spectrum, two groups opted for economic development as the top priority because potential employers are the keys to creating the jobs for San Antonio residents.

The purpose of the second planning session was to review the operational models and outcome measurement systems that would ensure success for Better Jobs. There were 19 participants in this planning session held on March 26, 2001. The agenda for this session is presented in the appendix of this report.

Operational Models for Better Jobs

The consultant team presented three broad operational models that could be applicable to the Better Jobs initiative. The models were a non-profit organization, a government office/commission, and a coalition/alliance/consortium.

The consultant team asked participants during this second planning session to vote for a preferred model for Better Jobs. Seventeen opted for a coalition, and two voted for a non-profit. The government office/commission received no votes.

Priorities for Better Jobs

The consultant team also presented a number of best practice case studies of organizations that address some of the challenges Better Jobs hopes to address, such as literacy, economic development, and job training. These organizations from across the country perform a range of functions. After describing the different organizations, defining each function and describing the organization's approach, participants in the March 26, 2001session were asked to vote on which functions were most relevant to Better Jobs. The results were as follows:

TABLE 2-2
BETTER JOBS KEY FUNCTIONAL AREAS
RESULTS FROM PLANNING SESSION
MARCH 26, 2001

Functional Areas	Number of Votes
Coordination/Partnership Development	40
Strategic Planning	31
Research/Accountability	29
Advocacy	24
Technical Assistance	2
Facilitating Development	1
Raising Community Awareness	1

The final material presented during the planning session highlighted different approaches to outcome measurement from model programs and communities.

DISCUSSION GROUPS

In order to reach a wider array of stakeholders with an interest in Better Jobs, ten discussion groups were conducted in San Antonio from March 26 to April 26, 2001. These groups represented three broad categories of audiences: Business Owners/Managers, Education Experts, and Education/Job Training Program Clients. The City of San Antonio selected and performed the recruitment for the participants of these different groups. The list of organizations participating in the discussion groups and the dates and times of the 10 groups that were conducted are presented in the appendix of this report.

For the groups with business and education audiences, the discussion focused on three key areas that were consistent with the topics from the individual interviews. They included:

- Definition of Better Jobs;
- Key Roles for Better Jobs; and
- Challenges for Better Jobs.

In the case of discussion groups with program clients, the discussion centered on the individual programs, their operation, customer service and relevance in the context of Better Jobs.

BUSINESS OWNERS/EMPLOYERS

MGT conducted five discussion groups with individuals with key positions in a range of small, medium and large-sized businesses from a range of sectors, including several key growth industries for San Antonio:

- Information technology,
- Biomedical,
- Aerospace,
- International trade, and
- Tourism.

Definition of Better Jobs

A number of participants in the business discussion groups could articulate a vision of Better Jobs that was consistent with the definition provided by other stakeholders. For example, an individual in the aerospace industry defined Better Jobs as "a realignment of resources to create a continuum of evaluating workforce needs—focused on developing skills of our workforce." Many participants in the business focus groups, however, were not familiar with the Better Jobs initiative.

A number of participants had a vague notion of the initiative, based on their earlier involvement in the early stages of development, and were surprised to learn that the initiative was ongoing. In this regard, a business owner and Hispanic Chamber board member, said, "I heard about Better Jobs from the Mayor at a Hispanic Chamber meeting a few years ago, but nothing since." Another participant confused Better Jobs with a job training initiative. This individual said, " I'm not sure about the difference between Better Jobs and Smart Jobs."

Others business group participants who were not familiar with Better Jobs identified it as a program targeted exclusively at lower socioeconomic strata of San Antonio. A training director at a technology company suggested that "Better Jobs is preparing people who are at a disadvantage to market themselves."

A small number of participants had an extremely negative view of Better Jobs. One business owner defined Better Jobs as "a failed initiative," linking Better Jobs to the failed bond initiative in 1999. Another participant echoed this sentiment saying, "what happened with the Better Jobs program should not have happened…it was a bad return on investment…inexcusable." An owner of a biotechnology company urged that the current effort be distinguished from earlier initiatives, saying "Better Jobs should be renamed and should be an active, effective, and accountable industry community partnership coordinated to improve and grow our human capital to meet the jobs needs of the 21st century."

Overall, the participants in business discussion groups struggled with defining an initiative they did not fully comprehend. Moreover, even individuals who were somewhat familiar with the initiative were skeptical about Better Jobs being another city effort at workforce development. An individual from the semiconductor industry said, "it sounds like a change of nameplates." Another participant from the insurance industry, said that "the same thing gets rehashed and rehashed. At some point, you need someone to take charge and go forward. Otherwise you do nothing but go to meetings for ten years."

Despite their skepticism, many business participants readily accepted the notion that the skill level of San Antonio needs to be raised in order to meet demand for the jobs of both today and the future. In fact, many businesspersons had personal anecdotes about the low skill level of applicants in today's marketplace. A hotel director interviewed 1900 candidates in order to fill 200 slots. A graphic design company president terminated an employee with a college degree who was unable to draft ordinary business correspondence. A lumber company executive interviewed candidates who were unable to read markings on a tape measure.

As a concept, the holistic approach of Better Jobs was one that many business persons understood and accepted, regardless of their view about the specific Better Jobs initiative. Early childhood education and continuing education were perceived as important and a solid foundation upon which to develop a stronger San Antonio community. However, business participants did not clearly comprehend how the Better Jobs initiative related specifically to education. More importantly, there was considerable skepticism about how such an organization would actually operate and how it would function.

Key Roles for Better Jobs

Given the limited understanding of Better Jobs among business group participants, it was difficult to discuss the key roles of the organization in great depth. However, nearly all participants in the business discussion groups gave top priority to the roles of enforcer of accountability, coordinator and resource for developing successful partnerships.

Many business group participants perceived that there were numerous job training and workforce development initiatives within the City of San Antonio that had limited effectiveness. Participants thought that Better Jobs could be a coordinator of multiple efforts to enhance their efficacy. One individual expressed this view by saying "We don't know which one delivers what. There needs to be more unified focus; industry is feeding government with information on what they need, but we are not getting anything back." A printing company executive believed that there needed to be an entity that brought different efforts together, saying, "It could be Better Jobs. We need someone to be the conductor of the symphony."

Most business group participants believed that workforce development needed to be linked to employers who are creating jobs. Participants believed that the most successful programs like Project QUEST work closely with the business community to ensure that training is appropriate for the available jobs.

Most business group participants strongly believed that an organization in place to implement the Better Jobs initiative needed to be a public-private partnership in order to be successful. It also needed to be independent and separate from city government.

Challenges for Better Jobs

Most business group participants identified its prior negative history as the major hurdle for Better Jobs. Some individuals suggested using an alternative name in order to distinguish it from the earlier effort. An individual from a biotech company said "using the nomenclature Better Jobs is a mistake because it failed in people's minds and why go and create something that we already feel as a community is a failure. It really sounds like a whole new level of bureaucracy."

Most business group participants believed that the Better Jobs governing board of directors would be a key factor in its success. Several participants from the business groups perceived that while the board needed to be inclusive and broad-based, it also needed to be manageable in size and empowered to make decisions to fulfill the organization's mission. A chamber of commerce staff person said, "You need a small (up to 15) but powerful board to accomplish your mission."

Many business group participants articulated a final challenge for Better Jobs. While the holistic concept was ambitious and worthy, it was difficult for a significant number of business group participants to conceptualize how one organization could have purview over such a wide range of programmatic areas. Most business participants believed that it would be important for Better Jobs to focus activity on a specific area in order to be able to demonstrate progress and point to success.

EDUCATION EXPERTS

MGT conducted three discussion groups involving higher education leaders, early childhood education providers and educational enrichment program providers.

Definition of Better Jobs

Most education experts who participated in discussion groups were very familiar with the Better Jobs initiative. Many associated Better Jobs with the Kindergarten Readiness initiative. Participants in the education groups provided a definition of Better Jobs that was consistent with the definition provided by key stakeholders closely involved in this effort. A university president defined Better Jobs as a "community based effort to raise economic standards." A private foundation board member linked it more clearly to the workforce, defining Better Jobs as "a comprehensive initiative designed to promote the preparation of a skilled workforce for the San Antonio area."

Participants in the education group were extremely focused on the importance of education, and believed that Better Jobs needed to begin there. Some participants perceived the business and economic development community as less committed to Better Jobs—perhaps because of a lack of understanding about how important investing in early childhood education is in the long term or not being willing to commit to making that investment. One participant suggested "the business sector is still too competitive."

Key Roles for Better Jobs

As in the individual interviews and in the planning sessions, participants in the education discussion groups identified the key role for Better Jobs as that of an enforcer of accountability. One participant described it as follows, "Better Jobs must have both fiscal accountability and outcome accountability."

Most participants in the education groups focused on the issue of accountability and touched only briefly on the roles of coordinator of local efforts and resource to identify potential partnerships for Better Jobs. Unlike other stakeholders, educators seemed to be particularly united on the issue of having Better Jobs not be a funding organization. One participant articulated this perception as follows, "Better Jobs should not become another organization that creates programs. There is no need for another programming organization."

At the same time, educators understood that in order to enforce accountability, Better Jobs needed to have authority, perhaps linked to funding. As one participated stated, "The Better Jobs seal of approval concept has to have political value. Otherwise, no one will be interested in attaining it. Better Jobs must be precise in establishing criteria for programs to qualify for funding."

Challenges for Better Jobs

Participants in education groups echoed some of the challenges mentioned by other stakeholders. Many participants mentioned the broader public awareness and acceptance issue, particularly as it relates to investment in early childhood. Since the broader public does not yet fully understand or embrace Better Jobs, many participants fear that the initiative will falter. One participant attributed this attitude to a "what's in it for me" attitude.

Participants in the education group also perceived that the politics of Better Jobs was a serious obstacle. Many believed that it was very difficult to have so many players with such different interests at the same table. Moreover, the focus on quick results would divert attention away from initiatives related to education. As one participant stated, "Better Jobs needs strong leadership and credibility. It needs to show that it's worth the investment of time to collaborate."

EDUCATION/JOB TRAINING PROGRAM CLIENTS

MGT conducted two groups involving clients from three City of San Antonio programs, Better Careers, San Antonio Education Partnership and Project QUEST. No participants in any of these discussion groups had any knowledge of the Better Jobs initiative.

San Antonio Education Partnership

A total of five students from the San Antonio Education Partnership participated in a discussion group. Overall, students spoke favorably about the program and their opportunity to win a scholarship for higher education. They perceived that it was not at all difficult to get into the program. Some students thought it was "very easy" to be accepted. There were only a few complaints about the program, primarily about it being

in a limited number of high schools and that the program limits the scholarship for students who attend college in San Antonio. Students recounted experiences about high school counselors who strongly discouraged them from attending schools outside San Antonio. Of the students who were in the program, three were definitely going to stay in San Antonio and planned to stay after graduation from school. The remaining two planned to leave San Antonio and did not plan to return.

Better Careers

Only one student from Better Careers participated in a discussion group, together with students from the San Antonio Education Partnership. This student spoke highly of the program and the opportunity it had afforded her to gain training that allowed her to get "an office job." Better Careers exceeded her expectations. This participant learned about this program and the GED program in which she had also been involved by word of mouth. She did not know much about other job training programs that were available in San Antonio.

Project QUEST

There was one discussion group with five current and three former participants from Project QUEST. All but one of the participants perceived that Project QUEST was a program for people who were "in trouble" and "needed help." All participants discussed the rigorous screening system involving several levels of tests and extremely personal interviews that they perceived to be stressful but necessary to ensure that people are motivated. Participants in the discussion group expressed gratitude for the opportunity that Project QUEST afforded them. Overall, they perceived that their job and economic prospects were much better after being involved in the program. All participants believed that Project QUEST had exceeded their expectations.

SUMMARY OF CRITICAL ISSUES IDENTIFIED THROUGH STAKEHOLDER INPUT

Although there was not universal agreement on all the issues raised by stakeholders interviewed, certain consistent messages emerged that provide valuable insight into the development of Better Jobs:

Better Jobs needs to remain a visionary initiative and to "push the envelope." Repeatedly, stakeholders remarked about the unique and innovative nature of Better Jobs. There is no other community that has taken this holistic approach to economic and human development. This hallmark of Better Jobs was universally well regarded and considered a necessary element for the future well being of San Antonio.

Better Jobs only works if it brings together everyone in the community (education, government, business, and community). A sentiment heard from stakeholders of all kinds—those close to Better Jobs and those new to the concept—was that Better Jobs needs to be a broad-based initiative that includes all segments of the San Antonio community. While the Better Jobs initiative includes representatives across the community, much work remains to be done to convince the pockets of the business community that this initiative is worthwhile.

Accountability must be a top priority. The word "accountability" was mentioned in *every* interview and focus group conducted (with the exception of client groups) and was a major theme of both planning sessions. Stakeholders honed in on this point repeatedly. They urged that accountability be the hallmark of Better Jobs to distinguish it from other efforts to address workforce training and economic development.

Better Jobs must strike a balance between short-term and long-term goals. Most stakeholders recognized the need for quick success for the Better Jobs initiative, but there was also a constant reference to the initiative being a vision and commitment that would "take a generation." In order to be successful, stakeholders believe that the Better Jobs initiative needs to strike the right balance between these two extremes. Most interviewees wanted to retain the broad scope of Better Jobs, because "it will take a generation" to realize the benefits of Better Jobs. For these individuals interviewed during the early phase of the review, that long-term view appeared to be an integral component of the Better Jobs concept.

The Better Jobs organization, to the extent there is one, must be lean and not bureaucratic. There are different opinions regarding the type of organization that is needed to further the Better Jobs initiative. There is not or universal agreement that it needs to be an organization. Some individuals believed the Better Jobs initiative should just remain a common vision for the community and not develop into a full-fledged organization. However, nearly all participants interviewed believe that Better Jobs needs an organizational structure of some type. The most common perception is that Better Jobs will be most effective if the organization is limited in size and is a broad-based coalition of participants across San Antonio. Many participants also perceived that this organization needed to be separate from city government.

Workforce development in general is seen as ineffective and inefficient, increasing the challenge for Better Jobs. An overriding theme throughout the collection of stakeholder input was the frustration with prior efforts related to workforce development and the current state of affairs that has some employers looking outside city limits to fill vacancies. The Better Jobs initiative is taking shape in this environment. As a result, there is a great deal of skepticism, especially from those who have not been involved in the initiative, but even from some who have, about how this initiative will be any different.

CHAPTER 3.0
BEST PRACTICES RESEARCH

3.0: BEST PRACTICES RESEARCH

BACKGROUND

The value of merging economic, workforce, and human development is widely recognized in both the government and non-profit sector. Nonetheless, in the process of conducting research for this report, no *single* program was uncovered that blends these three disciplines in the way envisioned by Better Jobs. The San Antonio Better Jobs initiative remains a unique concept that, if implemented effectively, will almost certainly attract national attention.

One initiative similar to Better Jobs is the Anne E. Casey Foundation's *Jobs Initiative*, an eight-year demonstration project in six American cities. The goal of the *Jobs Initiative* is to assist low-income residents find and retain jobs that pay family-supporting wages. The Seattle Jobs Initiative, one of the six demonstration sites, comes closest to achieving the Better Jobs vision of merging economic, workforce, and human development. The Seattle Jobs Initiative, along with 11 other innovative practices is profiled in detail below.

Unlike elsewhere in this report**,** where San Antonio is benchmarked against its peers in certain functional areas like job training, the goal of this chapter is to identify innovative best practices and to draw lessons that are relevant to San Antonio as it prepares to implement Better Jobs.

To be sure, San Antonio is home to a number of nationally recognized best practices. In fact, home grown Project Quest won the 1995 Innovations in American Government award from the Kennedy School of Government, and has provided long-term job training for over 2,400 San Antonio residents since 1992. Over the past 12 months, Project Quest has placed 152 people at an average wage of $10.62/hour. While not detailed in this chapter, Project Quest is clearly a respected and widely recognized program that should be considered a best practice even though it sits in San Antonio's backyard,.

Another homegrown best practice is the San Antonio Pre-Engineering Freshmen Program (PREP). This program was established in 1979, with the goal of increasing the number of minority engineers. Students enrolled in the program study mathematics and its applications during an eight-week summer course. Since 1979, 8,375 middle school and high school students have successfully completed at least one summer component of San Antonio PREP. Of these students, 78 percent have been minorities, 54 percent have been women, and 50 percent have come from economically disadvantaged families. Since 1986, San Antonio PREP has been replicated in ten other Texas cities and seven cities outside of Texas.

To identify the best practices analyzed below, several national organizations were contacted, including the National Governors Association, the Council of State Governments, the National League of Cities, and the American Economic Development Council. Suggestions provided by Better Jobs Task Force members were reviewed. MGT asked the following basic question for each of the six programmatic areas: "Who is doing an outstanding job?" MGT also selected programs and organizations with

features relevant to the Better Jobs initiative, such as strong accountability systems, extensive employer involvement, and a solid record of measurable results.

To develop the program profiles, data available on the web was reviewed, and telephone interviews were conducted with individual program managers as appropriate.

OVERVIEW

MGT identified and analyzed innovative practices in six programmatic areas that are functionally related to the Better Jobs initiative:

- Early childhood development,
- Literacy,
- K-12 education,
- Workforce development,
- Economic development, and
- Life skills.

The findings are organized in a user-friendly format that includes the following information on each best practice:

- Mission,
- Overview,
- Genesis,
- Funding,
- Staff,
- Governing Structure,
- Partnerships,
- Unique Features,
- Outcomes, and
- Contact Information.

The final section of this chapter analyzes the information contained in the best practice profiles, and uncovers lessons learned that are relevant to the San Antonio experience. These lessons are not only relevant to Better Jobs, as it begins to be implemented, but to other San Antonio programs and organizations that are looking for innovative approaches.

BEST PRACTICES BY PROGRAMMATIC AREA

Early Childhood Development

In recent years, the emphasis on high quality early childhood development has increased dramatically. States and communities across the nation are realizing the value of investing in quality early childhood education. Initiatives are wide-ranging, but may be classified into four broad categories:

- **Capacity building initiatives** (e.g., improving access to financing for the development of child care facilities, increasing the number of slots in specialized care programs, such as non-traditional work hours, sick child care, and disabled child care);
- **Quality improvement initiatives** (e.g., provider scholarships, provider wage subsidies, programs to help childcare facilities earn national accreditation);
- **Resource and referral** (e.g., parental assistance with locating quality child care, resource rooms and technical assistance for existing providers and programs); and
- **Public information and parental outreach** (e.g., parenting classes, brochures, public information campaigns).

Two innovators in the field of early childhood development are the State of North Carolina and Kansas City, Missouri.

North Carolina is widely recognized for its Smart Start program. The state legislature created Smart Start in 1993 to provide a statewide focus—and funding for early childhood education. Smart Start has earned national recognition and praise from groups including the Council of State Governments, the Kennedy School of Government, and Working Mother magazine, and has been replicated by at least three other states. The Forsyth Early Childhood Partnership, a local Smart Start partnership, is profiled in Exhibit 1.

Another community devoted to early childhood development issues is Kansas City, Missouri. Kansas City has launched numerous organizations focused on early childhood education, including the Partnership for Children, which publishes an annual Report Card for the Children. The partnership is described in more detail in Exhibit 2.

EXHIBIT 1: Early Childhood Development **Forsyth Early Childhood Partnership (FECP)** **Forsyth County, North Carolina**	
Mission	*To lead a countywide collaborative partnership that creates the conditions necessary for the optimal development of children birth through five within the family, as supported by the community.*
Overview	The FECP focuses on three core areas: ■ Child care, ■ Family support, and ■ Health services. The partnership performs public outreach and has developed an extensive parental information campaign. The partnership also administers a provider scholarship program, a provider wage subsidy program, and childcare subsidies for working parents. The FECP also distributes funds to organizations that provide services to children under five and their families.
Genesis	The FECP was formed in 1995, two years following the enactment of North Carolina's Smart Start statute.
Funding	In Fiscal Year 1999, the FECP budget was approximately $8 million. As required by state law, ten percent of the partnership's budget is privately raised. State law also requires that 30 percent of funds must be used on early childhood quality initiatives; 40 percent for child-care subsidies for working parents; and 30 percent for health services and family support. Administration costs are capped at 8 percent.
Staff	The FECP has 15 staff positions.
Partners	The FECP involves childcare providers, human service, and governmental agencies, faith-based organizations, health care providers, and the local business community. The FECP partners with over 50 agencies and over 250 childcare and preschool programs.
Governing Structure	The FECP is a private, non-profit agency. As required by state law, it is governed by a Board of Directors. The board has 40-members, including a 9-member Executive Committee. State law mandates the background of 25 of the 40 positions. Directors of agencies who receive Smart Start funds may serve on the board, which sometimes presents a conflict of interest.
Unique Features	The FECP operates an innovative, community-driven fund allocation process. Once a year, over a six-week period, community members are invited to sit on one of 15 funding panels. Panelists undergo a half-day "training session" where they learn about Smart Start and early childhood development in general. Panelists participate in site visits to the agencies or programs requesting funding and eventually make funding recommendations to the FECP board. While the board makes all final funding decisions, they have never overridden a recommendation from a community panel.

EXHIBIT 1: Early Childhood Development (Continued) **Forsyth Early Childhood Partnership (FECP)** **Forsyth County, North Carolina**	
Unique Features ***(cont'd)***	The FECP also has implemented a rigorous RFP process. Applicants are required to submit the following information: ■ Statement of organizational capacity; ■ Description of how program meets community needs; and ■ Description of how agency plans on measuring goals and outcomes. The FECP recognizes that many of the organizations it funds have little or no experience with data collection or performance measurement. As a result, it employs an in-house evaluator who offers technical assistance to Smart Start fund recipients. The in-house evaluator also reviews the overall outcomes for the FECP and its programs.
Outcomes	FECP outputs between 1995 and 2000, include: ■ Over 10,000 children received Smart Start subsidies or scholarships for child care; ■ Over 41,400 children were served by early childhood programs receiving quality improvement services and grants; ■ Over 124,800 enrichment programs were offered to children; ■ Over 25,800 early childhood teachers received education and training experiences; ■ Over 2,000 early childhood teachers received Smart Start salary supplements based on their educational credentials; and ■ Over 56,618 parents participated in parent education and support programs. Outcomes (Statewide): ■ Creation of over 40,000 new childcare slots since 1993. ■ Thirty-five percent drop in childcare staff turnover between 1992 (42 percent) and 1998 (31 percent). ■ Thirty percent of preschool classes statewide are classified as providing "good" or "excellent" care as compared to 14 percent in 1994. The State of North Carolina contracts with the Smart Start Evaluation Team at the Frank Porter Graham Child Development Center of the University of North Carolina at Chapel Hill to perform statewide evaluation of the program.

EXHIBIT 1: Early Childhood Development (Continued) **Forsyth Early Childhood Partnership (FECP)** **Forsyth County, North Carolina**	
Contact Information	Linda Cobb Forsyth Early Childhood Partnership 301-B South Liberty Street Winston-Salem, NC, 27101 Phone: (336) 725-6011 Email: fecp@netunlimited.net
Source: Forsyth Early Childhood Partnership, Fifth Anniversary Report, September 2000; Telephone interview with Linda Cobb, March 2001.	

EXHIBIT 2: Early Childhood Education **Partnership for Children Kansas City, Missouri**	
Mission	*The mission of the Partnership for Children is two-fold:* ■ *To secure from every citizen of our community the highest regard for the care and treatment of our children and their families; and* ■ *To define, elicit, and measure desirable behaviors consistent with that attitude—and displayed by precise actions which are validated by measurable behavior showing Kansas City's commitment to its community starts with a commitment to its children.*
Overview	The Partnership for Children is an advocacy group, that launched the "#1 Question Campaign" in 1997. The goal of the campaign is to encourage every individual, business, school, neighborhood to ask the basic question, "Is it good for the children?" when making decisions. The partnership also produces an Annual Report Card and Data Briefing Book, called "The Status of Children in Metro Kansas City." The ultimate mission of the "#1 Question Campaign" is for the question to be used to affect individual, business, and public policy decisions.
Genesis	The partnership was created in 1991 as an advocacy group for children in the Kansas City metropolitan area.
Funding	The partnership budget is approximately $1 million annually, and is derived mostly from private foundations and corporate donations.
Staff	The partnership is run by a three-person staff, including a President, Director of Communications, and an Administrative Assistant
Partners	The Metropolitan Council on Childcare (MCC) collects and analyzes the early childhood education data on behalf of the partnership. The baseline data and survey instrument were developed between 1993-1996. During this period, MCC participated in a national demonstration project funded by the AT&T Foundation and the Family and Work Institute, called the Early Education Quality Improvement Project (EQUIP).
Governing Structure	A 29-member Board of Directors governs the partnership and contains representatives from the business, youth, and volunteer communities.
Unique Features	The partnership merges effective community outreach with a substantive, data-driven report card. The grades reported in the annual report card are based on 17 different benchmarks. The benchmarks have been consistently used since the first report card was issued in 1992. The data used for the benchmarks is organized into three parts:

EXHIBIT 2: Early Childhood Education (Continued) **Partnership for Children** **Kansas City, Missouri**	
Unique Features *(cont'd)*	■ **Community Wide Access to Quality Early Education** (e.g., access to quality programs, affordability of programs, availability of subsidies to low-income families, access to specialized care, access to resource and referral services). ■ **Professional and Workforce Development** (e.g., educational attainment of childcare providers, training levels of childcare providers, staff turnover, and compensation); and ■ **Public Will** (e.g., comparison of public funding for early childhood education compared to K-12 and Higher Education, data on perceived obstacles to quality, affordable care). The benchmarks are reviewed using three different levels of analysis including: ■ Three-year trend (i.e., is the situation in Kansas City improving, stabilizing, or getting worse); ■ Kansas City versus national average (i.e., is Kansas City better, the same as, or worse than the national average); and ■ Distance from a year-specific goal. (i.e., percent of Year 2000 goal average).
Outcomes	The overall grade for Kansas City improved from a C+ in 1999/2000 to a B in 2000/2001. The specific grade for childcare improved from a C+ to a B-. More than 50 percent of residents surveyed in the five-county metro area had heard of the "#1 Question." Almost 85 percent said they thought using the "#1 Question" could be effective in improving the lives of children in Greater Kansas City. The partnership recently received a grant from the Robert Wood Johnson Foundation to help educate parents and the community about the benefits of early childhood education.
Contact Information	Janice Ellis, President Partnership for Children 1021 Pennsylvania Kansas City, MO 64105 Phone: (816) 421-6700 Email: infopfc@pfc.org Web Site: www.pfc.org
Source: The Status of Children in Metro Kansas City, 2000/2001 Report Card and Data Briefing Book.	

K-12 EDUCATION

Scores of reports illustrating failures in the nation's public schools have sparked action at all government levels. The broad policy area of K-12 education (e.g., accountability, student testing, educational technology) is beyond the scope of this research. However, this report identifies and analyzes innovative practices in the general area of public education reform and improvement (the Boston Compact), as well as a specific, long-standing School-to-Careers program (ProTech).

The Boston Compact is viewed as a national model for bringing together stakeholders with a common goal—improving educational quality and student achievement. This long-standing initiative is profiled in Exhibit Three. The actual 2000 Boston Compact is attached as an appendix to this report.

Another best practice in the area of School-to-Careers is the nationally recognized ProTech program, a collaboration between the Boston Schools, the Private Industry Council, and local employers. ProTech is one of the nation's oldest School-to-Careers program and has a demonstrated record of success. This program is profiled in Exhibit Four.

EXHIBIT 3: K-12 Education **Boston Compact** **Boston, Massachusetts**	
Mission	*The three goals of the Boston Compact 2000 signed on April 14, 2000 are listed below:* ■ *Meet the "High Standards" challenge;* ■ *Increase opportunities for college and career success; and* ■ *Recruit and prepare the next generation of teachers and principals.*
Overview	The Boston Compact is an effort to bring together Boston's business, education, and political leadership to reform and improve the public educational system. The emphasis of the Boston Compact 2000 is to "focus every available resource on improving instruction to help our students meet the challenge of MCAS." The Massachustts Comprehensive Assessment System (MCAS) is a state exam that the Class of 2003 must pass as a graduation requirement. Under the compact, more than 900 companies have agreed to offer students jobs and internships to strengthen connection between the classroom and workplace. According to a *Boston Globe* article, Detroit and Portland have initiated similar compacts.
Genesis	A Boston banker serving as the Chairman of the Boston Private Industry Council (PIC) launched the Boston Compact in 1983. The compact was formed as an effort to rally support behind improving Boston public schools. Since 1983, there have been a total of four compacts, which have lasted for approximately five years each. The most recent compact was signed in April 2000.
Funding	Over the past four years, more than $35 million has supported public school reform in Boston (*Boston Globe, April 13, 2000*).
Staff	A full-time executive director who is employed by the Boston Public Schools manages the compact. The Boston Private Industry Council assists the executive director.
Governing Structure	The Boston Compact is convened by the Boston Private Industry Council which "serves as a meeting ground for businesses to translate their needs and concerns about education to the schools, and a place for the schools to inform the business community about their needs and challenges." A Compact Steering annually sets Compact goals.

EXHIBIT 3: K-12 Education (Continued) *Boston Compact* **Boston, Massachusetts**	
Partners	Boston Compact partners are known as signatories and currently include: ■ Boston Mayor; ■ Superintendent of Boston Schools; ■ Chair of Boston School Committee; ■ President of the Boston Teachers Union; ■ Chair of the Boston Plan for Excellence in the Public Schools and Chair of the Greater Boston Chamber of Commerce; ■ Chair of the Boston Higher Education Partnership; ■ Chair of the Boston Human Services Coalition; ■ Chair of the Boston Cultural Partnership; and ■ Chair of the Boston Private Industry Council.
Outcomes	The signing of the first compact launched several initiatives including: ■ The Boston Plan for Excellence in the Public Schools, an endowment created by the Bank of Boston, which provides financial resources to teachers who develop innovative teaching proposals. ■ New England Mutual Life and other Boston businesses established the ACCESS fund to provide "last dollar" college scholarships for Boston graduates. The accountability measures in the Boston 2000 Compact include: **Goal One: Meet the "High Standards" Challenge.** ■ Graduation/drop-out rates ■ MCAS scores ■ Stanford Nine scores ■ MCAS success after initial failure ■ Attendance rate ■ State funding for Boston Public Schools

EXHIBIT 3: K-12 Education (Continued) *Boston Compact* **Boston, Massachusetts**	
Outcomes	**Goal Two: Increase Opportunities for College and Career Success.** ■ College and employment success rates (one year and five years after graduation) ■ College Retention (14th year completion rate) ■ Graduates meeting the four-year, public college admission requirement—GPA, SAT, required courses ■ Students taking PSAT and SAT **Goal Three: Recruit and prepare the next generation of teachers and principals.** ■ Qualified applicants for teacher position (by content area, by race) ■ Colleges and universities signing the new teacher preparation agreement ■ "Professional development school" agreements between individual public schools and selected colleges and universities ■ Applicants offered early hiring commitments annually for specific Boston schools New teachers retained after first three years of teaching experience
Unique Features	Compact signatories are held accountable to performance measures developed by the Compact Measurement Committee. The compact is also committed to measurement and each signatory is responsible for tracking its performance towards reaching its agreed to goals. The compact lists specific accountability measures for each of the three goals, as well as specific duties that each organization is committed to performing.
Contact Information	Boston Private Industry Council Chris Smith 2 Oliver Street Boston, MA 02109 Telephone:(617) 423-3755 Email: neils@bostonpic.org Web Site:www.bostonpic.org Edward Dooley, Executive Director of Boston Compact 26 Court Street, 7th Floor Boston, MA 02108 Phone: (617) 635-9060
***Source**:* Boston PIC web site; Telephone interview with Chris Smith, May 2001.	

EXHIBIT 4: K-12 Education **Boston ProTech** **Boston, Massachusetts**	
Mission	The mission of ProTech is to integrate classroom and work-based leraning in order to prepare students for challenging and rewarding careers.
Overview	ProTech is a mulit-year School-to-Careers program that combines school and work-based learning with paid work experience in three industry sectors: ■ Healthcare; ■ Financial Services; and ■ Utilities and Communication. ProTech involves students in the junior and senior years of high school and at a minimum of two years of college. In 1998, 650 students were enrolled in ProTech. Currently, four of Boston's 17 public high schools run ProTech. The Boston Public School system is trying to replicate the ProTech approach to School-to-Careers system-wide.
Genesis	ProTech was founded in 1991, and evolved from the 1982 Boston Compact, with strong support from Boston's health care employers. ProTech was launched several years before the passage of the Federal School-to-Work Act.
Funding	ProTech was originally funded by a local grant. Currently, funding comes from the Private Industry Council (PIC) and the Boston Public School system (who receive state education dollars).
Staff	ProTech Coordinators work on-site at the four Boston high schools that operate the program, and advise participating students on academic and worksite performace. In the future, each ProTech Coordinator will be responsible for a "career pathway," rather than a specific school. PIC staff oversees the program. However, the full-time Pro-Tech Coordinator position was recently folded into the School-to-Careers manager position (reflecting the trend to integrate the ProTech approach system-wide).
Partnerships	ProTech is a collaboration between the Boston Public Schools, Boston employers, and the Boston Private Industry Council.
Governing Structure	A ProTech Executive Committee composed of school principals, School-to-Careers staff, the former ProTech director, and company human resource executives was functional until 1999. Each ProTech high school still maintains a ProTech advisory committee.

EXHIBIT 4: K-12 Education (Continued) **Boston ProTech** **Boston, Massachusetts**	
Outcomes	A recent evaluation of the ProTech program by a non-profit organization, Jobs for the Future, concluded: "Graduates of ProTech, the city's longest standing, most developed school-to-career program, were more likely than their peers, locally and nationally, to graduate from high school, attend college or other post secondary school, and have a job—and a job that pays higher wages." Other specific program outcomes include: ■ ProTech graduates were 16 percent more likely to attend college in the year following graduation than the national average (1998 survey by Jobs for the Future and the Boston Private Industry); ■ African-American ProTech graduates were 26 percent more likely to attend college in the year following graduation than a comparison group of non-participants (1998 survey by Jobs for the Future and the Boston Private Industry); ■ The mean hourly wage for school-to-career graduates was $8.92 versus $8.10 for the comparison group (1998 survey by Jobs for the Future and the Boston Private Industry); and ■ Over 89 percent of ProTech survey respondents reported that school-to-careers "somewhat" to "greatly" influenced their decision to enroll in post-secondary training (1998 survey by Jobs for the Future and the Boston Private Industry). ■ ProTech has been recognized as a model program from groups including the School to Work Intermediary Project, the National School to Work Organization, Jobs for the Future, and "High Schools that Work."
Unique Features	ProTech helped pioneer the concept of Career Pathways, which has been replicated in School-to-Careers programs nationwide. ProTech is also an excellent example of a small scale, high quality program that is currently being "scaled up." Pro-Tech has invited Jobs for the Future, World Education, and others evaluators to review program outcomes and make recommendations for improvements.

EXHIBIT 4: K-12 Education (Continued) **Boston ProTech** **Boston, Massachusetts**	
Contact Information	Boston Private Industry Council Kathy Hamilton Phone: (617)- 423-3755 Email: khamil@boston.pic.org Boston Public Schools Kathy Mullin Director of School-to-Careers Phone: (617)-635-8079 Email:kmullin@boston.k12.ma.us Keith Westrich ("founder" of ProTech) Massachusetts Department of Education Phone: (781) 388-3300 Email:kwestrich@doe.mass.edu
Sources: "School-to-Career Initiative Demonstrates Significant Impact on Young People," Jobs for the Future, May 1998; Telephone Interview with Kathy Hamilton, May 2001.	

WORKFORCE DEVELOPMENT

As described elsewhere in this report, the workforce development infrastructure in San Antonio is currently viewed skeptically by most stakeholders in terms of its ability to meet the demands of today's employers and job seekers.

This report identifies two best practices in the area of workforce development that could help San Antonio meet employers and job seeker demands. The first is the Capital Area Training Foundation, which is a model employer-led initiative focused on partnership development (See Exhibit 5).

The second practice is the nationally acclaimed North Carolina Community College System. North Carolina pioneered the customized job training in the 1950's and has consistently been named a leader for blending workforce and economic development (See Exhibit 5).

EXHIBIT 5: Workforce Development **Capital Area Training Foundation (CATF)** **Austin, Texas**	
Mission	*CATF's mission is two-fold:* ■ *To provide opportunities for career success, citizenship, and lifelong learning to youth and adults; and* ■ *To enable the creation of a qualified entry-level workforce for Austin area employers.*
Overview	CATF plays three major roles: First, CATF acts as a relationship broker between Austin employers and educators through industry-led coalitions. CATF views itself as the "connective tissue" to "get the right people in the right room," and is currently working with seven industry clusters. Each cluster is led by an industry steering committee, which is staffed by a full-time coordinator. The clusters include: ■ Information Technology; ■ Hospitality; ■ Semiconducter; ■ Automotive; ■ Construction; ■ Healthcare; and ■ General business. Second, CATF sponsors career fairs, annual internship recognition receptions, and has recently developed a web-based program that matches students looking for internships with Austin employers (www.internaustin.org). Third, CATF provides limited direct services including: ■ The operation of two Community Technology and Training Centers, which offer free access to computer technology training and job search assistance at two local high schools; ■ The management of the Gateway Construction Program in partnership with Austin Community College and the local construction industry. This program is a six-week hands-on introduction to the construction trades, primarily targeted to unemployed, underemployed, and formerly incarcerated men and women. Graduates are connected with local builders and placed in jobs.

EXHIBIT 5: Workforce Development (Continued) **Capital Area Training Foundation (CATF)** **Austin, Texas**	
Overview ***(cont'd)***	CATF goals for 2000-2001 include developing an Austin Compact (based on the Boston model) and spearheading an employer-led childcare initiative.
Genesis	CATF was established in 1994 through a partnership between the City of Austin and the Greater Austin Chamber of Commerce. Former Austin Mayor Bruce Todd visited Germany to learn about apprenticeship programs in that country and was inspired to work with the community to create the CATF.
Funding	CATF's budget is approximately $2 million per year. Funding sources include the City of Austin, and the Greater Austin Chamber of Commerce. CATF receives School-To-Careers funds from the Capital Area Workforce Development Board.
Staff	CATF employs a staff of approximately 19 full-time employees, including an Executive Director who also serves as the Vice President of Workforce Development and Education for the Greater Austin Chamber. One coordinator is assigned to each industry-led committtee.
Partners	City of Austin, Travis County, Capital Area Workforce Development Board, University of Texas at Austin, Community Action Network, local school districts, non-profits, and individual businesses.
Governing Structure	A 17-member Board of Directors, with business and education representation, governs CATF. One of the board's co-chairs is the President of the Greater Austin Chamber of Commerce.
Unique Features	CATF is unique because it represents a true business-driven model to workforce development. CATF's affiliation with the Greater Austin Chamber of Commerce provides the organization with access to political and business leadership and credibility among the business community.
Outcomes	CATF documents its success, in part, by the fact that it has experienced a 50 percent revenue growth over the last three years. Most of the funds are from employer donations. In addition, CATF points to the development of specific training courses, including the Austin Community College Semiconducter training programs, and the Gateway Construction program. CATF documents outputs for the programs it delivers. For example, the Community Technology Training Centers were reported to have served nearly 10,000 clients since January 1999. The Construction Gateway Program has reportedly graduated 1,000 individuals since 1994, with a job placement rate exceeding 85 percent. However, to date, CATF has not sponsored an evaluation of either its programs or overall efforts. Staff recognizes the potential value of such an effort, but stated that cost and data availability were barriers.

EXHIBIT 5: Workforce Development (Continued) **Capital Area Training Foundation (CATF)** **Austin, Texas**	
Outcomes (cont'd)	The Local Initiatives Support Corporation, and other groups, have recognized CATF as a model program.
Contact Information	John Fitzpatrick Capital Area Training Foundation Executive Director P.O. Box 15069 5930 Middle Fiskville Road, Suite 507.1 Austin, Texas 78761-5069 Phone: (512)-323-6773 Email: jfitz@catf-austin.org Rip Rowan Capital Area Training Foundation Education and Workforce Development Manager Phone: (512)-323-6773 Email: rrowan@catf-austin.org Web Site: www.austinchamber.org
***Source**:* CATF Web Site; Telephone Interview with Rip Rowan, March 2001. Article from LISC, National Survey of Urban Economic and Community Development Models, March 2000; European Union: Regional Case Study: Austin, Texas or "How to Create a Knowledge Economy," (www.eurunion.org/partners/austin.htm).	

EXHIBIT 6: Workforce Development **North Carolina Community College System** **Economic and Workforce Development Division**	
Mission	*The mission of the Economic and Workforce Development Division is to support North Carolina's community colleges to provide high quality, accessible training and services that:* ■ *Enable North Carolinians to acquire knowledge and skills to obtain and maintain prosperous career opportunities and enhance their quality of life: and* ■ *To provide North Carolina businesses and industries with a world-class workforce and a competitive advantage as a result of their presence in North Carolina.*
Overview	The North Carolina Community College System is a 59-campus system, the third largest in the nation. More than 750,00 students are enrolled in the system each year. The system's Economic and Workforce Development Division oversees two key economic development programs: the *New and Expanding Industry Training* and *Focused Industrial Training*. The *New and Expanding Industry Training* program provides free customized training to companies creating 12 new jobs in any one-year period. To qualify for customized training, a company must conduct: ■ manufacturing; ■ high tech; ■ warehouse/distribution; ■ customer service; or ■ data process operations. Covered training costs include instructors, customized training manuals, videos, computer-based training, facilities and equipment, and training supplies and materials. Each training project is managed locally by one of the state's community colleges. Each local community college has industrial training experts on staff who assist in the development of the training curriculum and identification of training providers. Training projects for new and expanding industries can last up to three years, and a new project can be initiated if the company is still expanding after three years.
Genesis	North Carolina operates the oldest customized job training programs in the nation. The state pioneered free, customized job training in 1958.

EXHIBIT 6: Workforce Development (Continued) **North Carolina Community College System** **Economic and Workforce Development Division**	
Funding	Funding information was not available at the time of printing this report.
Staff	The Workforce and Education Division has a central staff that includes six regional training directors, and others. Staffing at the local community college vary by size of school.
Governing Structure	The Economic and Workforce Development Division oversee programs, which are implemented locally.
Unique Features	North Carolina is renowned for creating the concept of business-driven customized job training. The North Carolina Community College System is focused primarily on meeting the workforce needs of the state's employers. Another unique feature of customized job training in North Carolina is that the training is free of charge, and there is little or no bureaucracy (e.g., lengthy application process, complicated eligibility requirements involved). Of interest to the City of San Antonio is the Joint Initiative for Biotechnology Workforce training, a collaboration between the North Carolina Biotechnology Center and the North Carolina Community College System. Biotechnology is one of the driver industries in San Antonio.
Outcomes	North Carolina's Community College System as a whole, and its workforce training programs in particular have been praised by organizations, including the Wall Street Journal, the Chronicle of Higher Education, the Associated Press, and the National Governors Association Center for Best Practices. In 1999, the North Carolina Community College System received the State Innovation Award from the Education Commission of the States, in recognition of its economic and workforce development programs. North Carolina's customized job training was ranked the number one worker training program in the nation for two years in a row by *Expansion Magazine*, an industry publication. During the 1999-2000 program year, the *New and Expanding Industry Training* program served 197 companies and 20,256 trainees (116 expanding companies and 81 newly recruited companies). Since 1987, number of companies served each year has grown by more than 30 percent. According to a survey conducted by the North Carolina Community College System, for the 1999-2000 program year, 93 percent of companies rated as excellent or very good the "overall effectiveness of the New and Expanding Industry Training Program in preparing the company's employees for productivity."

EXHIBIT 6: Workforce Development (Continued) **North Carolina Community College System** **Economic and Workforce Development Division**	
Contact Information	Web Site: www.ncccs.cc.nc.us/business_and Industry Economic & Workforce Development Division Dr. Scott Ralls, Vice President 5003 Mail Service Center ~ Raleigh, NC 27699-5003 Phone (919) 733-7051 Email: rallss@ncccs.cc.nc.us Stephanie Deese, Director Workforce Initiatives 5022 Mail Service Center Raleigh, NC 27699-5022 deeses@ncccs.cc.nc.us
***Source**:* North Carolina Community College System, Economic and Workforce Development Annual Report 1999-2000.	

LITERACY

Like many of its peers, the City of San Antonio is faced with high illiteracy rates. Nationwide, thousands of programs have been launched to address literacy and adult education. Two highly-claimed initiatives are highlighted below.

The first is the Mayor's Commission on Literacy in Philadelphia—one of the model programs highlighted by Better Jobs Task Force members. The Mayor's Commission on Literacy is the nation's first and oldest city literacy commission. The Commission is currently undergoing a "reenvisioning process" for the first time since it was created almost twenty years ago.

The Mayor's Commission is profiled in Exhibit 7.

Another area relevant to San Antonio is English as a Second Language (ESL) training, particularly training that is employment-based. According to a recent Nielsen survey, an estimated 30 percent of Hispanic San Antonio households are Spanish-language dominant. A long-standing ESL program in Arlington, Virginia, the Adult Education and Employment Program was identified. This program is work-based and serves a diverse group of Arlington residents and has documented success since its creation in 1975.

REEP is profiled in Exhibit 8.

EXHIBIT 7: Literacy **Mayor's Commission on Literacy** **Philadelphia, PA**	
Mission	*The mission of the Mayor's Commission on Literacy is to ensure that quality literacy education is available to equip all adults in Philadelphia with the skills necessary for the workforce, parenting, and community life.*
Overview	The Commission on Literacy serves four primary roles: ■ Coordinator of local efforts; ■ Technical assistance; ■ Advocate; and ■ Programmer. The commission primarily serves as a coordinator of local programs and services, and a unified advocate for literacy and adult education before the Pennsylvania legislature and other policy makers. The commission operates a central hotline for people to call to volunteer as a tutor or to access tutoring services. The commission also provides technical assistance, professional development training, and maintains a resource room. Thirdly, the commission serves as a unifying voice before federal, state, and local policymaking bodies, and advocates for adult education and literacy issues. Finally, the commission has a limited role in programming, and is currently involved in a pilot called Project T.E.C.H. (Technology and Education for Career Heights). This program places new computers with educational software and internet hook-ups in the homes of welfare recipients for a six-month period. Participants receive 10-12 hours of up-front instruction before receiving their computer. During the remaining six months, the participant meets with a teacher once every two weeks, and corresponds by email with the instructor on a regular basis. Project T.E.C.H. is a federally funded Demonstration Project that was launched in August of 2000. The goal is to serve 200 clients and to improve their technology skills.
Genesis	The commission was formed in the early 1980s to coordinate adult literacy activities in the City of Philadelphia. The adult literacy community approached the Philadelphia mayor to establish the office, the first of its kind in the nation. In 1983, Philadelphia was home to 20 literacy/adult education programs. Today that number has grown to 200 programs.

EXHIBIT 7: Literacy (Continued) **Mayor's Commission on Literacy** **Philadelphia, PA**	
Funding	The commission is funded by multiple sources, including city funds (for the executive director's salary). The City also provides "in-kind" assistance such as office space, phone lines, stamps/letterhead, and computers. Other funding sources for the Commission includes the Pennsylvania State Department of Education and the PEW Charitable Trust. The approximate annual budget is approximately $1.75 million. Funding comes from three main sources: public agencies (83 percent), foundations (12 percent), and corporate donations (5 percent).
Staff	The commission is currently staffed with approximately 15 full-time positions.
Partnerships	Partners include literacy organizations, local businesses, social service providers, government, community groups, and religious organizations.
Governing Structure	The commission is officially a city governmental agency. The commission has an advisory board, but it has been dormant for over a year with the transition to a new mayor. In the organization's early years, the advisory board was relatively active, and met approximately six times per year. Today, the commission essentially runs itself.
Unique Features	The commission recently initiated a program in which it follows-up with persons who contacted their 1-800 hotline. The commission is in the process of reviewing its mission and has hired a consultant to conduct a series of focus groups to determine how the organization can best meet the needs of the community.
Outcomes	One weakness of the Mayor's Commission is the lack of any outcome data. According to program staff, they do not have access to the baseline information necessary to determine whether literacy levels have improved since the commission was formed in 1983. The commission focuses instead on output measures including: ■ Number of program participants; ■ Number of volunteers; ■ Number of clients that obtain their GED; and ■ Number of calls to 1-800 Number. Program staff did indicate that the commission was working with the National Institute for Literacy on a performance measurement system called the National Report System.
Contact Information	Mayor's Commission on Literacy Jim Landers, Public Affairs Director Phone: (215)-686-4490 Web Site:www.philaliteracy.org
***Source**:* Web Site Information, Telephone Interview with Jim Landers, March 2001.	

EXHIBIT 8: Literacy **Arlington Education and Employment Program** **Arlington, Virginia**	
Mission	*To provide for the education and employment related needs of limited English proficient adults who live and work in Arlington.*
Overview	The Arlington Education and Employment Program (REEP) is a multi-faceted ESL literacy program for adult immigrants and refugees who live and work in Arlington County, Virginia. Created in 1975, REEP provides ESL literacy courses tailored to workforce functioning and provides many programs on-site at businesses throughout Arlington County. In addition, REEP provides family literacy, ESL services, citizenship preparation and basic technology training at learning centers to serve the community-at-large. The programs combine instruction based on the REEP curriculum with technology enhanced learning. In 1992, REEP received the U.S. Department of Education Secretary's Award for Outstanding Adult Education and Literacy Programs.
Genesis	The REEP program began in 1975 to provide ESL services and job development services to Indo-Chinese refugees. In 1983, the program was expanded to all immigrants in the Arlington County area.
Funding	REEP operates on a yearly budget of $1.8 million. Funding for the program is a combination of county, state and federal grant monies, as well as revenue generated by student tuition. Tuition charged to students is: ■ $190 for a 180 hour course; and ■ $150 for a 120 hour course.
Partnerships	The program works through a partnership of Arlington Public Schools, Arlington Chamber of Commerce, trade associations, and several community businesses.
Staff	The Arlington Education and Employment Program utilizes 55 staff, the majority of which are part-time employees. This includes instruction, administration and support staff.
Governing Structure	The REEP program is part of Arlington Public Schools, the school district in Arlington County, and is housed in the Department of Adult Education. As part of the Arlington school system, REEP is governed by the School Board. The School Board is composed of five members who serve overlapping four-year terms.
Unique Features	■ The range of industries served by REEP encompasses a broad scope of workplace education sites that include hospitals, nursing homes, hotels, convenience stores and office buildings. These sites provide customer services and share a focus on the need for effective and practical English skills utilized in the work environment.

EXHIBIT 8: Literacy (Continued) **Arlington Education and Employment Program** **Arlington, Virginia**	
Unique Features ***(cont'd)***	■ After Congress passed the Immigration and Reform Act (IRCA) in 1986, REEP developed the citizenship curriculum to assist students trying to qualify for citizenship. ■ In 1992, REEP joined forces with Hogar Hispano, Marymount University and the Employment Training Center to develop the Arlington Adult Learning Center (AALC), which provided an integrated services network for immigrant college and vocational training. ■ From 1993 to 1998, REEP worked on state funded Alternative Assessment Projects to determine what types of assessments can meet the needs of students, teachers and stakeholders in the community.
Outcomes	The REEP Program serves approximately 5,000 students per year. The program uses multiple indicators to assess learner progress. Measures include pre- and post-testing of learners, as well as documentation that key competencies have been achieved. The following are outcomes from an independent evaluation performed in 1993: ■ Retention rates ranged from 100 percent in the hospital sites to 77 percent in nursing homes. ■ Attendance rates ranged from 94 percent in the hospital sites to 74 percent at the Southland Corporation. ■ Improvement in ESL skills, based on pre and post testing, averaged around 89 percent, with the lowest progress percentile achieved at the nursing home site. Currently, the REEP program maintains a high retention rate of 81 percent for the 12-week course. Of these, 74 percent successfully complete their studies and attain the skills needed for the next level of instruction.
Contact Information	Arlington Education and Employment Program (REEP) Clarendon Education Center Inaam Mansoor, Director 2801 Clarendon Boulevard, Suite 218 Arlington, Virginia 22201 (703) 228-4200 FAX (703) 527-6966
***Source**:* REEP program web site; May 2001 Telephone Interview – Inaam Mansoor, Director; Outside Evaluation Report for the Arlington Workplace Literacy Project (1993).	

ECONOMIC DEVELOPMENT

Economic development is a broad field that typically involves diverse programs and activities, including but not limited to:

- Business recruitment and expansion,
- Business retention,
- Tourism,
- Small and minority business development,
- Business incubators,
- Capital access,
- Defense conversion,
- Technology commercialization, and
- International trade and promotion.

This report looked at a number of promising economic development models, including the Texas-based Telecom Corridor Business Technology Council, in Richardson, Texas. The TBC is the first technology council in Texas, and has been viewed as a model by many Texas communities. The TBC is a relevant model for San Antonio as it implements the San Antonio Technology Accelerator Initiative (See Exhibit 9).

Another best practice reviewed is Joint Venture, a regional economic development organization in the Silicon Valley. Joint Venture is focused on quality of life and equity issues, and uses data and research to track and monitor the area's performance (See Exhibit 10). This initiative is relevant to San Antonio as the city works to ensure that all segments of the population benefit from economic growth.

EXHIBIT 9: Economic Development **Telecom Corridor Technology Business Council** **Richardson, Texas**	
Mission	*The TBC is an association of technology companies dedicated to the development of the Telecom Corridor® and the Metroplex using their resources to:* ■ *Establish a global center of excellence;* ■ *Foster development of human resources;* ■ *Leverage collaborative actions;* ■ *Provide leadership; and* ■ *Support the development of local world class public and higher education systems.*
Overview	The TBC currently has approximately 500 members. It is an event-driven organization that focuses its efforts on three basic functional areas: ■ Education/Workforce; ■ Government/Public Relations/Media; and ■ Networking (Human Resources/Environmental Technology). The TBC is housed at the Richardson Chamber of Commerce and uses Chamber employees to run its event and programs.
Genesis of Program	The Board of Directors of the Richardson Chamber of Commerce formed the TBC in 1994 as a Chamber affiliate, with its own mission statement and Board of Directors.
Funding	Funding information was not available at the time of printing this report.
Staff	The Greater Richardson Chamber of Commerce has 20 employees. Six staff members are devoted mostly to the TBC.
Partners	TBC partners include the Richardson Chamber, the Richardson Economic Development Partnership, the City of Richardson, the University of Texas at Dallas, Collin County Community College, and local technology firms.
Governing Structure	The TBC is a non-profit 501 (c) (3) and retains a separate governing board and membership from the Chamber. The TBC Board of Directors is composed of 24 technology firm CEO's from across the Metroplex. Directors are appointed annually by the Chairman of the Richardson Chamber of Commerce. The TBC is supported by a number of committees, including, an executive committee, and separate committees focused on environmental technology, human resources, software roundtable, governmental/legislative issues.

EXHIBIT 9: Economic Development (Continued) **Telecom Corridor Technology Business Council** **Richardson, Texas**	
Unique Features	The TBC was the first Technology Business Council in Texas, and has been approached by other communities (e.g., Memphis, Brownsville, Athens, Midland, and Cedar Park) to assist in the creation of local technology business councils. Another unique feature is the Richardson area's focus on a brand image and the fact that it copyrighted the "Telecom Corridor" brand. TBC played a critical role in the passage of a Research and Development franchise tax credit in Texas. In 1998, the TBC formed the Texas R&D Coalition and advocated for a credit before the Governor's Technology Council and the Texas Legislature. TBC also formed an organization called the Technology Training Network with the goal of increasing the number of skilled technicians. The TBC played a role in securing a $2 million Skills Development Fund grant and worked with Dallas County Community College, Collin County Community College, and Richland College to train 2,000 students in the fields of telecom/electronics, software and semiconductors. The TBC worked with the training institutions to place graduates in jobs at member companies. However, the Technology Training Network has "fallen by the wayside" since the Skills Development Fund grant expired.
Outcomes	One potential measure for the success of the TBC is economic growth. The Telecom Corridor is the world's largest concentration of telecommunication firms. One of the weaknesses of the TBC is that they do not currently use any metrics to measure their success. The TBC measures its success by volume of work and the success of their events (e.g., membership growth rates, event attendance).
Contact Information	Mike Chisum Vice President of Operations Telecom Corridor Tecnnology Business Council Phone: (972)-234-4141 Email:mike@telecomcorridor.com Web Site: www.telecomcorridor.com
***Source**:* Telecom Corridor web site (www.telecomcorridor.com); Phone Interview with Mike Chisum, April 2001.	

EXHIBIT 10: Economic Development **Joint Venture** **Silicon Valley, California**	
Mission	*To enable all people in Silicon Valley to succeed in the new economy.*
Overview	Joint Venture is an economic development organization with a strong research and public policy focus. Joint Venture produces an annual index of community and economic indicators for the region, and is currently focused on three major initiatives: ■ The 21st Century Education Initiative; ■ The Economic Prosperity Initiative; and ■ The Silicon Valley Action Network.
Genesis	Leaders from Silicon Valley's high tech and business services communities launched Joint Venture in the Spring of 1992 out of concern for the region's prospects for sustained economic vitality.
Funding	Silicon Venture's budget is approximately $3.5 million annually. Approximately 80 percent of funding comes from the private sector. Local governments also contribute funds.
Staff	A 13 person staff runs Silicon Venture. Positions include a CEO, COO, Communications Director, Development Director, and support staff (e.g., executive assistant, office manager, and web site developer, database administrator). Joint Venture's three primary initiatives: the 21st Century Education, Economic Prosperity, and the Silicon Valley Action Network also have professional staff to coordinate the related programs and activities. The former President and CEO of Silicon Venture, Ruben Barrales, recently accepted an appointment from President Bush as Deputy Assistant to President Bush and Director of Intergovernmental Affairs for the White House.
Partnerships	Silicon Venture is a partnership between business, education, state and local governments, and labor organizations.
Governing Structure	Silicon Valley Network is a 501 (c) (3) nonprofit organization. The 21-member Board of Directors is composed of representatives from business, higher education, and government, including a California State Senator.
Unique Features	Silicon Venture has developed an excellent community goal setting process and system for tracking outcomes. The organization has produced an annual "Index of Silicon Valley" since 1995 to provide "a reliable source of information about the economy and quality of life in Silicon Valley." The index measures the progress the community makes towards the goals in its strategic plan—"Silicon Valley 2010: A Regional Framework for Growing Together."

EXHIBIT 10: Economic Development (Continued) Joint Venture Silicon Valley, California	
Unique Features (cont'd)	The 17 goals and 35 indicators included in the Annual Index were selected in consultation with the Index Advisory Board, the Joint Venture Board, and more than 60 community experts. Also of potential interest to the City of San Antonio is the "Smart Permit" program, a web-enabled building/development process, which was spearheaded by Joint Venture. The goal of Smart Permit was for ten Silicon Valley cities to develop the capacity to receive, process, track and deliver development permits via the web by the year 2000.
Outcomes	Joint Venture measures its success by the level of cross-sector and community collaboration throughout the region. Tangible results are measured through the organization's annual "Index of Silicon Valley, " which measures progress in the following areas: ■ "Innovative Economy" (e.g., number of fast-growing companies, venture capital availability, real per capita income growth, value added per employee, high school graduation rate); ■ "Livable Communities" (e.g., air quality, water use, percent of open spaces, percent of housing located near public transit, housing costs); ■ "Inclusive Society" (e.g., third grade reading performance, teacher certification levels, child immunization rate, juvenile crime rate); ■ "Regional Stewardship" (e.g., community giving to foundations, diversity of locally elected leadership).
Contact Information	Joint Venture Josh Holcomb Communications Director Phone: (408)-938-1511 Email:j_holcomb@jointventure.org Web Site: www.jointventure.org
Source: Email correspondence with Joint Venture, Communications Director;www.jointventure.org web site; review of publications.	

LIFE SKILLS

Although many attempts have been made to blend workforce and economic development, few programs also focus on support services like transportation. Many studies have found that transportation is a major barrier to employment (along with childcare). The programs profiled in Exhibits 11 and 12, have developed strategies for assisting working persons access funds for transportation and other support services.

The Seattle Jobs Initiative (SJI) combines economic, workforce, and human development. SJI "job brokers" work with Seattle employers to identify human resource needs. SJI counselors work with hard-to-serve clients to identify "living wage" jobs, and ensure access to support services necessary for long-term job success (See Exhibit 11). The Appendix of this report includes additional information on the SJI.

Ways to Work is a national loan program for working families that need small loans to help them keep their jobs. The program was created in Minnesotta, and has been replicated across the nation (See Exhibit 12).

EXHIBIT 11: LIFE SKILLS **Seattle Jobs Initiative (SJI)** **Seattle, Washington**	
Mission	*The mission of the Seattle Jobs Initiative is to place low-income residents in living wage jobs, support their retention and upward mobility, and contribute to regional competitiveness by supplying employers with qualified workers and improving workforce development systems.* SJI defines a "living wage" as job that pays at least $8 per hour, with benefits and a career path.
Overview	SJI currently provides short-term, employer-driven training programs in specific industry sectors, including: ■ Individualized placement; ■ Office occupations; ■ Diversified manufacturing (industrial occupations, welding, printing, bindery); and ■ High Technology (new program in 2001). SJI previously conducted training in other industry areas such as aerospace, health care, and electronics, but reports that courses in these disciplines had not been filling up. SJI job brokers work with employers to identify specific labor shortages and training needs. Retention services for SJI graduates including job upgrade training, transportation, childcare, and housing assistance. SJI created a *Career Investment Fund* in May 1997 to "support job seekers who lack resources such as clothing, housing, food, child care, and transportation to complete training and transition to employment."
Genesis	The Anne E. Casey Foundation selected Seattle as one of six U.S. cities to launch the Jobs Initiative. SJI was formed in April 1997 following more than a year of intensive planning. The program is one of six demonstration sites for the Anne E. Casey Foundation's Jobs Initiative.
Funding	A primary source of funding for SJI is an Anne E. Casey Foundation grant—a $5 million, seven-year grant that was received in 1995. Other investors include the City of Seattle, the Boeing Company, Microsoft, US West Communications, Wells Fargo Bank, and numerous private and family foundations.
Staff	A 15-member staff runs SJI, including four job brokers who assist business leaders meet labor shortages for skilled entry-level positions. Four industry sector managers work with several major business sectors to identify workforce needs and develop responsive training programs. They also help match job openings with candidates graduating from job training programs.

EXHIBIT 11: LIFE SKILLS (Continued) **Seattle Jobs Initiative (SJI)** **Seattle, Washington**	
Partnerships	SJI is a partnership between community-based organizations, employers, social service agencies, government agencies, training organizations (e.g., community colleges, apprenticeship programs, vocational schools), and various industry associations. SJI works with several community-based organizations including El Centro De la Raza, the YWCA, and the Asian Counseling and Referral Services.
Governing Structure	SJI is run out of the City of Seattle's Economic Development Department. SJI has a 15-member advisory council (including city council members, community colleges, foundations, business, and public policy centers).
Unique Features	SJI is unique in its effort to integrate employment training with "cost-effective, holistic human services." The use of full-time job brokers that work with the business community to identify labor shortages and needed training programs is also unique.
Outcomes	Since the program was launched in 1997, SJI has placed over 2,188 people into jobs, with an average wage at placement of $9.52 per hour. Participants with wage advancement are earning an average of $11.68 per hour. To date, 77 percent of SJI graduates have been retained on the job for at least six months. Retention services for graduates are provided for two years, and include job upgrade training, ongoing assistance with transportation, childcare, housing and help dealing with other barriers to employment. The "Career Investment Fund" fund provided assistance to 1,100 participants during 1998. Most requests were for housing assistance, and job interview related clothing and transportation. SJI focuses on the "hardest to serve" job seekers who often have severe employment barriers including homelessness, limited English skills, or a physical or learning disability. SJI's Office Occupations training program won two awards in 2000, including the American Society of Public Administration, Evergreen Chapter, Public Service Award, and the Seattle Management Association, Innovation/Change Management Award.

EXHIBIT 11: LIFE SKILLS (Continued) **Seattle Jobs Initiative (SJI)** **Seattle, Washington**	
Contact Information	The Seattle Jobs Initiative Dianne Hanna, Director 720 Eighth Avenue, Suite 120 Seattle, WA 98104 Phone: (206) 628-6981 Email: dhanna@seattlejobsinit.com Web Site: http://www.ci.seattle.wa.us/oed/sji/
***Source**:* Quarterly Progress Report of the Seattle Jobs Initiative, March 1999.	

EXHIBIT 12: LIFE SKILLS **Ways to Work Program**	
Mission	*The mission of Ways to Work, Inc. is to strengthen the capacity of member organizations of the Children and Families Alliance to serve their communities by promoting strategies to improve the financial condition of distressed families.*
Overview	Ways to Work provides small loans to low-income parents who cannot qualify for loans elsewhere. Loans range from $750 to $3,000, and must be repaid within two years at a modest interest rate. Although not required, most loans have been used for transportation needs since the program began in 1975. The Ways to Work program currently operates in 33 communities and 20 states, and has developed a ten-year expansion plan. Local Ways-To-Work programs in communities comparable in size to San Antonio, include Buffalo, New York; Indianapolis, Indiana; and Rochester, New York.
Genesis	The McKnight Foundation created the Ways to Work program in 1984. In 1996, the foundation joined with the Alliance for Children and Families to expand the program nationally.
Funding	*Funds are derived from private foundations, local governments, and lenders. The typical administrative budget for a Ways To Work program is approximately $60,000.*
Staff	Most Ways To Work programs are run by a full-time coordinator and a part-time clerical person.
Governing Structure	Ways to Work organizations operate as Certified Community Development Financial Institutions (CDFI), and are affiliated with the Alliance for Children and Families. A CDFI is a private sector financial intermediary, with the primary mission of community development and meeting the needs of low-income communities. CDFIs make loans and investments that are considered "unbankable" by conventional industry standards and serve individuals not serviced by mainstream financial institutions.
Unique Features	Ways to Work is unique in that it has conducted numerous long-term evaluations of program outcomes. In addition, it is an example of a local program that has been replicated with success in other communities.
Outcomes	Ways to Work has loaned more than $18 million to more than 16,000 families since 1984. The loan repayment rate has exceeded 90 percent. A ten-year program evaluation of the program found: ■ Transportation is key to job retention and staying in school; ■ Use of public assistance dropped by 40 percent within two years of receiving a Ways to Work loan; and ■ Less than one percent of borrowers were reinstated on public assistance after receiving a loan.

EXHIBIT 12: LIFE SKILLS (Continued) **Ways to Work Program**	
Outcomes ***(cont'd)***	Ways to Work also tracks outcome measures, which include: ■ Loan repayment rates; ■ Gross earned income; ■ Public assistance utilization; ■ Credit rating; ■ Absences from work; ■ Time in transit to work; and Attendance in job-related education.
Contact Information	The Alliance for Families and Children, Ways to Work Program Marsha Duffek 1-800-221-3726, extension 3667 Email: mduffek@alliance1.org
***Source**:* Ways to Work web site (www.alliance1.org).	

LESSONS LEARNED

An analysis of the program and organizational profiles outlined in this chapter reveal trends in four different areas. Each of these trends is embedded with lessons that are relevant to the San Antonio experience in general and to the Better Jobs initiative specifically. The lessons learned fall into four categories:

- Organizational,
- Employer engagement,
- Accountability, and
- Focusing on collaboration and partnerships.

Organizational

An analysis of the best practices unveil a few common threads:

- **Business representation and involvement is a critical success factor.** Most, if not, all of the organizations highlighted in this chapter are governed by boards with meaningful business representation. Model organizations like the Capital Area Training Foundation in Austin and Joint Venture in the Silicon Valley have boards dominated by the private sector. The Forsyth Early Childhood Partnership also has strong business representation, even though the education and social service community has traditionally dominated the boards of early childhood education organizations. The Chairperson of the Boston Compact 2000 Steering Committee is currently the President of the Federal Reserve Bank in Boston.
- **Don't judge an organization's success by its budget or ability to hand out dollars.** Too often, people tend to judge an organization or program by the size of its budget or its ability to fund other programs. Some of the best practices identified for this report are not funding entities (e.g., the Mayor's Commission on Literacy, the Capital Area Training Foundation). Other programs with modest budgets or small staffs (e.g., the Ways-to-Work program, the Partnership for the Children) make significant community contributions despite their size or budget.
- **Involve the community.** Strong community support is a critical success factor for a program or organization. One way to garner community support is to involve local residents in key decisions. For example, the Forsyth Early Childhood Partnerships empower community representatives to make funding recommendations through an innovative, community-driven fund allocation process. Once a year, over a six-week period, community members are invited to sit on one of 15 funding panels. Panelists undergo a half-day "training session" where they learn about Smart Start and early childhood development in general. Panelists participate in site visits

to the agencies or programs requesting funding and eventually make funding recommendations to the FECP board.

- **Keep the community informed.** Successful programs and organizations, such as the Boston ProTech School-to-Careers program, regularly communicate program outcomes and success stories. Other programs, like the Partnership for the Children, are grounded in public awareness and achieve their missions by communicating with the public through the publication of annual "report cards" and by sponsoring major media campaigns.
- **Organizational soul-searching is a good thing.** Organizations should review their mission and objectives regularly. The Mayor's Commission on Literacy in Philadelphia is currently going through a "reenvisioning process" to assess the role it should play in the city's literacy efforts. The Boston Compact by its very nature is a dynamic document that is renewed and refocused every five years.

Employer Engagement

Many organizations and programs label themselves "business-driven." Few programs, however, actually fit the bill. Several of the best practices in this chapter are truly business-driven organizations or programs, and offer valuable lessons for San Antonio, particularly since research performed for this report indicated that many workforce development programs in San Antonio do not consider themselves "employer-driven."

What can San Antonio learn from organizations like the Capital Area Training Foundation or the Seattle Better Jobs Initiative? What about programs like North Carolina's New and Expanding Industry Training?

The City of San Antonio is considering offering customized job training incentives at Alamo Community College, with funds derived from a legal settlement. When crafting this incentive, San Antonio should avoid the pitfalls of other customized job training programs and embrace the North Carolina approach:

- **Establish straightforward eligibility criteria and commit to a non-bureaucratic process**. Employers are frequently reluctant to participate in public workforce development programs because of red-tape and excessive paperwork—whether real or perceived. The success of the North Carolina approach is in large part based on the fact that training dollars are easily accessible and serve as a true incentive for a business to expand or relocate in the state.
- **Do not overlook the job training needs of the city's existing employment base**. North Carolina has wisely created the Focused Industrial Training program in 1981 to provide skills-upgrading for existing workers in manufacturing industries. The North Carolina General Assembly recently expanded eligibility for this program to include industries engaged in "the design and programming of computers and telecommunication systems." Over 700 companies were served throughout the state in fiscal year 1999-2000.

- **Establish clear eligibility goals with minimal paperwork**. One possible approach is to target training incentive dollars to driver industries that pay higher wages and offer career advancement opportunities.
- **Commit to regular customer surveying**. Ongoing and regular customer feedback has played an important role in the success of North Carolina's system of customized training.

The city has recently helped launch two business-driven initiatives, the Aerospace Academy and the SATAI initiative. The success of both initiatives will be greatly influenced by the level of employer involvement. Lessons learned from the Capital Area Training Foundation model and the Telecom Corridor Technology Business Council (TBC) include:

- **Make it easy for businesses to participate.** CATF has nurtured the creation of industry-led teams to identify the specific training and education needs of local employers. While the industry teams establish the goals and identify the gaps, CATF staff act as the "relationship brokers" to make things happen.
- **Develop strong linkages with business and political leadership**. CATF has been successful in large measure because of its close relationship with the business community and continued political support from city leadership.
- **Secure multiple funding sources**. The Technology Training Network in Richardson successfully trained more than 2,000 workers—for real jobs with TBC member companies using a Skills Development Fund grant from the Texas Workforce Commission. However, the Network "fell by the wayside" when state funds ran dry.

Accountability

Too often, accountability is a hollow "buzz word." What makes the best practices included in this chapter unique is their true commitment to performance measurement. To be sure, some organizations are much further along the learning curve than others. Some organizations that are otherwise highly regarded, like the Technology Business Council in Richardson and the Capital Area Training Foundation, use little or no outcome measures. Others like Silicon Venture or the Kansas City Partnership for Children are grounded in data and performance indicators.

The need and high priority of accountability and performance measurement is discussed in great detail elsewhere in this report. However, a few of the key lessons derived from the best practices in this chapter include:

- **The community must develop performance standards and goals**. Too often performance goals are simply handed down by funding entities. Successful programs engage the community in the strategic planning process and solicit feedback on the types of measures to use.

- **Data must be available.** Organizations like the Mayor's Commission on Literacy and the Capital Area Training Foundation focus on output measures, rather than outcome measures, because of the perceived or actual lack of data to support a legitimate performance measurement system. Organizations, including one created to implement the Better Jobs initiative, should select performance measures that can be easily tracked with accessible and reliable and measure outcomes.
- **Data must be consistent.** One of the strengths of the Partnership for the Children is that the performance indicators used for its Annual Report Card for the Children have been in place for almost ten years.
- **Technical assistance must be made available**. Not all organizations are familiar with accountability systems and performance measurement. One of the strengths of the Forsyth Early Childhood Partnership is its recognition that many of the organizations it funds have little or no experience with data collection or performance measurement. As a result, it employs an in-house evaluator who offers technical assistance to Smart Start fund recipients. The in-house evaluator also reviews the overall outcomes for the FECP and its programs.

Focusing on Collaboration and Partnerships

A fourth common trend is the emphasis on collaborations and partnership development. None of the organizations listed as best practices operate in a vacuum. Most have developed partnership agreements, either formal or informal. Lessons in this area include:

- **Developing and sustaining relationships takes work**. It is no surprise that successful initiatives like Seattle Jobs Initiative and the Capital Area Training Foundation have professional job brokers or relationship builders on staff. Building sustainable relationships takes a significant amount of time and commitment.
- **Mutual accountability is a key success factor**. One of the unique features of the Boston Compact is its mutual accountability arrangement under which the contributions of each stakeholder are contingent upon the contribution of others. For example, under the first compact, the business community committed summer jobs and priority hiring for Boston public school students in exchange for the Boston schools' commitment to improve test scores and drop-out rates.
- **Clearly define partner roles and responsibilities.** Partnerships work best when mutual roles and responsibilities are clearly-defined. The Boston Compact 2000 defines roles and responsibilities in writing and also includes the specific measures upon which each partner's performance will be based.

CHAPTER 4.0
COMMUNITY SUCCESS BENCHMARKS AND ACCOUNTABILITY ASSURANCE

4.0: HELPING SAN ANTONIO SUCCEED: COMMUNITY SUCCESS BENCHMARKS AND ACCOUNTABILITY ASSURANCE

This chapter addresses the development of an accountability system for the San Antonio Better Jobs Collaborative by establishing broad, visionary Community Success Benchmarks for the program and a process for developing and monitoring specific program outcomes to measure and assure the effectiveness of efforts to reach those benchmarks.

When the Better Jobs initiative was established, it set forth three overarching goals for San Antonio:

1. The development of partnerships to better coordinate existing economic development, workforce development, and human development services;
2. Higher program standards to "raise the bar" on the impact these services have on San Antonio residents; and
3. An accountability system to demonstrate the effectiveness of programs in these three areas.

An effective accountability system is essential to ensuring that the ambitious and positive vision of Better Jobs, as a vehicle for increasing San Antonio residents' ability to attain better jobs and increase their standard of living, becomes a reality.

This chapter will cover several areas:

- Background on outcome measurement, including the definition and description of outcome measurement, the components used in developing outcome measures, and different approaches to outcome measurement;
- Two types of outcome measurement systems: community outcome measurement and programmatic outcome measurement;
- Assessment of outcome measures in use in San Antonio, including the City's Department of Community Initiatives, the Parks and Recreation Department's Afterschool Challenge Program, the Department of Economic Development, and the Alamo Workforce Development Board (AWD);
- Establishment of a set of Community Success Benchmarks for Better Jobs to challenge the community to commit to and meet or exceed, including a recommended set of benchmarks Better Jobs can use as a starting point; and
- Establishment of standards for a programmatic accountability system to achieve a "Gold Standard" for program performance measurement as part of a community-wide commitment to greater accountability.

BACKGROUND ON OUTCOME MEASUREMENT

While the focus of this report is on outcome measurement, which will be defined later outcome measures are a type of *performance measures*. Performance measures are an entire set of management tools that measure work performed by an organization. Private industry has used performance measurement for years to ensure the quality of products and continually improve them. Companies such as Motorola are well known for their institution and use of the Six Sigma process, a process that establishes zero tolerance for product and process errors as its goal. Though slower to come around to this way of thinking and development of processes, performance measurement has become a trend and a regular way of doing business in government and the nonprofit world.

The National Center for Public Productivity (NCPP) at Rutgers University sums up the importance of performance measurement to government and public service in this way:

> *…the vast amount of literature [on performance measurement] suggests that performance measurement is an advanced management tool that is becoming more and more sophisticated in order to accommodate needs of different communities and levels of government over services ranging from public safety and public works to economic development.*

NCPP also highlights what is often a complexity in defining exactly what performance measures are.

> *There is no universally accepted term for measuring an organization's performance. As a result, many terms such as productivity, work measurement, and effectiveness have been used synonymously with "performance measurement." As Paul D. Epstein [a noted scholar in the field of performance measurement] suggests, the simplest way of thinking about it is the following: Performance measurement is government's way of determining whether it is providing a quality product at a reasonable cost.*

There are a variety of types of performance measures used by organizations, among them:

- **Input measures**, which identify the *amount of resources* needed to provide a particular product or service, including labor, materials, equipment, and supplies;
- **Output measures**, which represent the *amount of products or services provided,* and focus on the level of activity involved in providing a service or making a product (workload measures are one of the most common type or output measures);
- **Efficiency measures**, also known as productivity measures, which reflect the *cost of providing products or services*, either in terms of dollars or time;

- **Quality measures**, which reflect the effectiveness in meeting the *expectations of customers and stakeholders* in providing a service or product, and can include reliability, accuracy, courtesy, competence, responsiveness, and completeness associated with the product or service provided; and
- **Outcome measures**, which reflect the *actual results achieved* with a service or a product.

All of these types of performance measures play an important role in the operation of organizations. Inputs help an organization determine the resources necessary to do its job; outputs show the level of activity and amount of product generated; efficiency measures show an organization's productivity; and quality and outcome measures show an organization's real effectiveness. Without these measures, an organization cannot truly measure its work.

Because high standards of service and accountability are at the heart of Better Jobs, this report primarily focuses on outcome measures, since they focus on results for clients – the residents of San Antonio. Outcome measures are the true indicators of a program's effectiveness. Outcome measurement is the driving force behind results-based accountability. Additionally, because programs serving the people of San Antonio must not only be effective but efficient, the standards set for Better Jobs programs will also encourage establishment and tracking of efficiency measures.

What Are Outcome Measures?

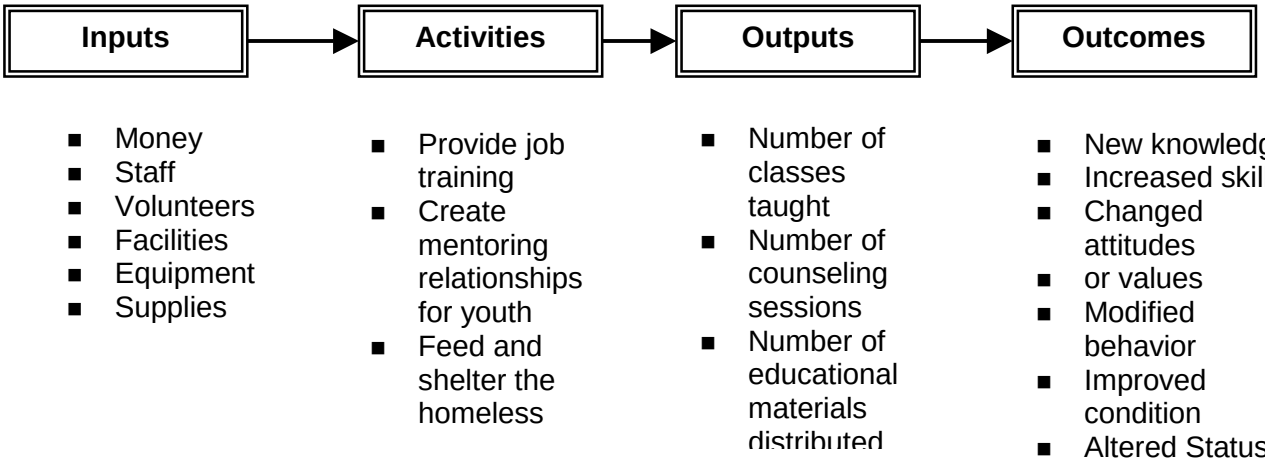
Various prestigious organizations have worked over the last decade to develop and define the nature of outcome measures. One of the most complete works is a report produced as a partnership between the Urban Institute and United Way of America, *Measuring Program Outcomes: A Practical Approach*. In that report, they define outcome measures as "benefits or changes for participants during or after their involvement with a program." Outcomes can result in changes in a program participant's knowledge, attitudes, values, skills, behavior, condition, or status. For example:

- A change in knowledge might be a program participant who knows the daily nutritional requirements their children need to develop in a healthy manner;
- A change in skill might be that a sixth grade student achieves the ability to read at sixth grade level; and
- A change in condition might be that a program participant has improved health as a result of going through a nutrition program.

Components Used in Developing Outcome Measures

There are several important components that comprise outcomes. Exhibit 4-1 details those components and provides examples of each component and how it fits into the development of outcomes.

EXHIBIT 4-1
HOW COMPONENTS COMBINE TO PRODUCE OUTCOMES



Source: United Way of America, *Measuring Program Outcomes: A Practical Approach*, 1996.

Two other types of performance measures, inputs and outputs, are critical components in the development of outcomes. They combine with the actual activities (services) provided by an organization to help define outcomes.

While outcomes are the ultimate goal of an accountability system, organizations must have information or data that provides evidence that outcomes have been achieved or at least progress has been made toward achieving the outcome. Indicators serve that purpose. United Way of America defines indicators as "the specific items of information that track a program's success on outcomes." Indicators "describe observable, measurable characteristics or changes that represent achievement of an outcome." Organizations develop indicators to tell them if programs are achieving results for the people they serve. Funding sources and the general review indicators as a way of holding organizations accountable for achieving the outcomes those organizations have established.

Exhibit 4-2 provides some examples of the relationship between outcomes and indicators and shows how indicators provide evidence of outcome success.

EXHIBIT 4-2
EXAMPLES OF OUTCOMES AND ASSOCIATED INDICATORS

Program	Outcome	Indicator
Tutorial program for 6th grade students	Students' academic performance improves	Number and percent of participants who earn better grades in the grading period following completion of the program than in the grading period immediately preceding enrollment in the program
English-as-a-second-language instruction	Participants become proficient in English	Number and percent of participants who demonstrate increase in ability to read, write, and speak English by the end of the course
Prenatal care program	Pregnant women follow the advice of the nutritionist regarding proper prenatal nutrition	Number and percent of women who take recommended vitamin supplements and consume recommended amounts of calcium

Source: United Way of America, *Measuring Program Outcomes: A Practical Approach*, 1996.

What Are the Benefits and Challenges of Outcome Measurement?

Outcome measurement produces several key benefits for organizations that use the process. An article written by the Harvard Family Research Project, *Results-Based Accountability Systems: Opportunities and Challenges* details the following opportunities produced by outcome measurement systems:

1. *An opportunity to engage stakeholders and program providers in building broadly shared visions of what program goals are important and what strategies are required to achieve them. This increases confidence that program goals are the right ones and that they will be sustained.*
2. *An opportunity to think creatively about solutions to some of America's most pressing problems while ensuring that interventions are timely and relevant.*
3. *An opportunity to move from categorical program approaches to more holistic ones. By focusing on outcomes and engaging many in the dialogue, stakeholders and others are able to examine how different interventions can be integrated to achieve mutually shared goals.*

4. *An opportunity to systematically collect data and monitor progress, to critically identify and examine successes and failures, and to use this information to improve the organization's operations, services, and outcomes.*
5. *An opportunity to demonstrate results and build confidence in public institutions.*

There are challenges that organizations developing outcome measurement systems also must address if they are to succeed.

First, accountability systems must do more than merely monitor and report results. They must also support organizational learning and continuous program improvement. Accountability systems serve a much more valuable purpose and will continue to succeed when data are collected because program staff find the information necessary to do their work and information is fed back into the organization to improve its operations.

Second, organizations must be very careful in using accountability systems to link rewards and sanctions to program results. If organizations put too great an emphasis on rewards and sanctions for either achieving or failing to achieve outcomes too early in the development of accountability systems, this may impair their use as management tools. Organizations will have a tendency to make systems indicator-driven rather than outcome-driven, providing a strong incentive to choose measures that are easy to collect or affect rather than address more challenging problems. Under pressure to reward achievement and sanction failure, organizations may be tempted to target services to populations for whom results may show quickly rather than more difficult-to-reach persons. In some cases, data may be manipulated to "demonstrate" success that merely fits the expectations of funding sources whether outcomes are actually achieved or not.

Third, developing successful accountability systems requires a great deal of capacity building: the capacity to develop outcomes, identify indicators, and collect and utilize data throughout an organization. Such capacity building requires training and technical assistance to assist people in developing the outcomes, indicators, and data tracking components of accountability systems. Though training and technical assistance are crucial to building successful accountability systems, they are often one of the lowest priorities and receive the least attention when organizational budgets are developed. ***Building the capacity of organizations to develop the components of accountability systems is one of the greatest challenges to their success.***

Fourth, successful accountability systems require changing relationships among government, nonprofits, and other active players in the community, and building a new spirit of cooperation and trust. In return for measurable results, agencies with traditional oversight responsibilities will need to delegate authority and provide the resources and technical assistance necessary for others to implement programs.

Fifth, because accountability systems have shown they can produce actual results, they are a very politically popular mechanism for showing the public the effectiveness of programs on people's lives. As such, there is often a temptation to judge the effectiveness of accountability systems before it is appropriate. Particularly in political entities, there is a strong tendency to try to force systems to show results quickly so that

taxpayers will feel they are "getting their money's worth" out of programs. To obtain results quickly, organizations often merely assign the task of identifying outcomes and indicators to one unit in the organization, rather than organization-wide. An accountability system developed by only a few individuals and isolated within only one part of the organization will likely have a short life and little real effect.

Finally, one of the most important challenges facing efforts to put an accountability system in place is the realization that development of good and useful accountability systems takes time. Coming to agreement on outcomes, identifying appropriate indicators, and developing and testing new and effective data collection instruments are crucial steps that cannot be rushed. More importantly, it takes time to achieve and be able to demonstrate the important people-level results that new accountability systems are supposed to produce. If organizations invest the time necessary to let accountability systems succeed, the investment will be well worth the time.

Two Approaches to Outcome Measurement

While the components used to create outcomes are well defined, there are two basic approaches to outcome measurement:

- The **quantitative approach**, which requires measuring data to establish a clear cause and effect relationship between a program or service and the results achieved; and
- The **logic approach**, which does not require absolute proof of cause and effect between program and result but rather requires the establishment of a demonstrable, logical relationship between programs and the outcomes they achieve.

Because the quantitative approach to outcome measurement requires the establishment of a cause and effect relationship, it often requires a great deal of academic research. Such research often is expensive and can take long periods of time to establish the required cause and effect (for example, longitudinal studies that might be required to establish the success of early childhood education programs). As a result, outcome measurement systems using a quantitative approach require significant resources, the level of resources many programs or funding sources do not always have.

On the other hand, since the logic approach does not require absolute proof of cause and effect but logical relationships, it does not require research or research evaluation. For example, United Way of San Antonio and Bexar County, which has made great strides in development of the logic-based model of outcome measurement, states the goal of United Way's logic model concisely:

> *Can a team of United Way volunteers – operating by consensus – come to agreement that the claimed relationship between indicator and outcome, and between implementation strategy and outcome, is plausible given the force of logic provided by the agency? While our language frequently uses terms often associated with research, our goal is sound, client-centered planning and complimentary evaluation that reflects logical thinking. We should not be expected to make "leaps of faith" concerning a program's effectiveness.*

This same logic can be applied to logic-based outcome measurement systems used in any situation. Can any observer – whether public official, funder, or taxpayer – determine that there is a plausible relationship between an indicator and an outcome, and between the implementation strategy of a program and the outcomes established for that program? The relationship must be clear and the logic must be simple and straightforward so that *anyone* can see the connection between a program and the outcomes it is attempting to achieve.

The next section will describe two methods in which outcome measurement is used to implement programs that are accountable to the public – community outcome measurement and programmatic outcome measurement. Both methods will be used to ensure the accountability of Better Jobs programs.

SCOPES OF OUTCOME MEASUREMENT SYSTEMS

Outcome measures tend to be used on two different levels – the community level and at the programmatic level. This section briefly summarizes the two methods and provides examples of each method.

Community outcome measurement focuses on changes in the lives of people in entire communities. Community outcome measurement develops indicators of various conditions in communities, determines a baseline status of those conditions, and tracks change.

Programmatic outcome measurement is the more commonly known type of outcome measurement. It is used to develop and evaluate outcomes for individual program services. Programmatic outcome measurement centers on changes in the lives of individual clients in programs.

Community Outcome Measurement

Community outcome measurement requires a very involved effort on the part of a number of organizations in a community, since it seeks to change conditions in the community as a whole. Such an effort requires a great deal of collaboration and coordination to be successful.

There are two basic types of community outcome measurement systems:

- **Community status reports,** often referred to as “report cards” or “community indicator reports,” provide information about key community conditions. These reports often include a review of social, health, economic, and environmental conditions, among others. Community status reports provide a snapshot of a community, and when published over a long period can show changes or trends in community conditions over time. They can also serve as powerful catalysts to creating a community vision, fostering collaborations, and mobilizing resources for change.

- **Targeted community interventions** change community conditions, but unlike community status reports, the holds itself accountable for the intended change. Targeted community interventions require action plans that specifies the change – or outcome – desired, describe a strategy for creating the change, and detail the actions that various partners will take in an agreed-upon period of time to produce the change. Most importantly, outcomes of the action plan are measured to determine how well targeted intervention is working.

Exhibit 4-3 summarizes the distinguishing characteristics United Way of America draws between community status reports and targeted community interventions. As the exhibit shows, the overall difference between the two is the manner in which a community acts upon the information it gathers and monitors. The two are not necessarily mutually exclusive, however. In tracking and reporting on conditions of importance to the community, community status reports often serve as a call to action and result in the initiation of targeted community interventions to deal with some of the problems identified through the monitoring of community conditions.

EXHIBIT 4-3
CHARACTERISTICS OF COMMUNITY STATUS REPORTS AND TARGETED COMMMUNITY INTERVENTIONS

Distinguishing Characteristics	Community Status Reports	Targeted Community Interventions
Purpose	Provide information about community conditions	Change selected community conditions
Focus of Accountability	Organization/collaboration takes responsibility for reporting the conditions of importance to the community and for reporting the indicators accurately	Organization/collaboration holds itself accountable for changing the selected conditions
Starting Point	Selection of conditions of interest	Selection of outcomes the organization/collaboration intends to hold itself accountable for helping to achieve
Other Key Tasks	▪ Determine indicators to represent each condition of interest ▪ Determine what indicator data are already available ▪ Develop a strategy for acquiring data through primary data collection and/or establishing relationships with organization that have the data ▪ Compile and synthesize data into the final product	▪ Develop a comprehensive action strategy for achieving outcomes ▪ Develop a detailed action plan describing how to implement the strategy: what, by whom, with whom, when ▪ Decide what indicators will show the extent to which the outcome and milestones are being achieved ▪ Develop and implement a plan for measuring outcome indicators
Uses of Results	▪ Identify and monitor trends ▪ Raise community awareness, foster vision ▪ Improve the report card ▪ Set priorities ▪ Benchmark with other communities ▪ Select intended outcomes and initiate targeted community intervention ▪ Identify where additional effort or resources may be needed	▪ Determine extent to which intended outcomes have been achieved ▪ Adjust intended outcomes, intervention strategies, action plans, and/or indicators tracked to achieve/measure outcomes more effectively ▪ Select additional intended outcomes and plan for their achievement ▪ Identify where additional effort or resources may be needed

Source: United Way of America, *Community Status Reports and Targeted Community Interventions: Drawing a Distinction*, 1999.

Case Studies of Community Outcome Measurement

To illustrate the use of community outcome measurement, following are brief summaries of four such efforts. The first two (Index of Silicon Valley and Minnesota Milestones) most closely fit the definition of community status reports. The second two (Reno, Nevada and Jacksonville, Florida) are excellent examples of targeted community interventions. All four examples show how community outcome measurement efforts can serve to rally communities around common points to address serious problems.

Case Study One: The Index of Silicon Valley

The *Index of Silicon Valley* is an annual collection and report of information that creates a profile of the economy and quality of life in Silicon Valley. The area known as "Silicon Valley" has a population of more than 2.5 million people and is composed of Santa Clara County and parts of San Mateo, Alameda, and Santa Cruz Counties south of San Francisco where many of the nation's foremost high tech corporations are located. The *Index* was created by an organization known as Joint Venture: Silicon Valley Network, a coalition of community business, government, education and community leaders out of concern about factors that could affect the area's economy and quality of life.

The *Index* tracks 35 indicators chosen by the Joint Venture and a group of more than 60 community experts. The indicators measure the overall long-term condition of the region, reflect the interests and concerns of the entire Silicon Valley community, are statistically measurable, and measure outcomes instead of inputs or outputs.

For each of the 35 indicators, the *Index* indicates 1) why that particular indicator is important to track, and 2) how Silicon Valley is doing relative to that indicator. As is often the case with community status reports, the tracking of information in the *Index* has served as a call to action in the community and spurred activity to begin addressing some of the problems identified in the report. The action spurred by the Index includes creation of the Silicon Valley Civic Action Network, described by the Joint Venture as "a vehicle for engaging citizens in civic life and public policy in our region." Joint Venture is also engaged in efforts to improve the educational system in schools throughout Silicon Valley and help residents succeed in the digital economy that drives Silicon Valley.

Among the findings in the 2001 Index:

- Silicon Valley was home to 48 of the 500 fastest-growing high-tech companies in the country in 2000. Even so, this was a decline from 61 in 1999.
- While the region's average wage grew from $60,800 in 1999 to $66,400 in 2000, an increase of 9 percent, a representative household income from the bottom 20 percent of Silicon Valley's income distribution was $40,000, less than income for those households in 1993.
- On average, 44 percent of the region's high school graduates completed requirements for entrance into the California State University system in 1999, but in comparison only 20 percent of Hispanic high school graduates completed those requirements in the same year.
- The reading performance of region third-graders continues to improve, with 57 percent of students at or above the national median in reading performance.

Case Study Two: Minnesota Milestones

Minnesota Milestones is a periodic report that measures results in achieving goals for Minnesota residents in areas such as the economy, the environment, community life, factors affecting children and families, education, health, and the quality of government and its services. Minnesota Milestones establishes long-term goals in each of these areas and takes periodic readings of the state's progress in reach each of the goals.

Established in 1991 by Governor Arne Carlson, *Minnesota Milestones* involved more than 10,000 Minnesota residents in establishing goals for the state's future by developing a vision of how they want Minnesota to be in 2020. In a series of public meetings across the state, Minnesota residents helped establish 20 broad goals and 79 specific milestones to measure success. In 1992 a report of the Governor's Commission on Action for Children, *Kids Can't Wait*, established 17 milestones specifically related to children's issues, and those were incorporated into the original 70 milestones. The public made adjustments to *Minnesota Milestones* goals and milestones in 1997 and 1998, adjusting the number of major goals from 20 to 19.

Minnesota Milestones has measured progress in reports in 1993, 1996, and 1998. From the origination of the project in 1991 through 1998, the state had made progress on seven of the 19 goals, moved backward on two goals, had mixed results on five goals, and for the remaining five goals lacked timely data to judge progress. The state is working to improve its data collection system to remedy that problem.

This status report has also resulted in actions to affect the goals set by the project. As a result of Minnesota Milestones, the state created the Department of Children, Families and Learning to better coordinate family and child programs and improve public accountability for those programs.

Some of the trends indicated in the 1998 *Minnesota Milestones* report include:

- A growth in Minnesota's overall economy of 22.5 percent between 1990 and 1996, compared to a growth rate of 14.5 percent in the same time period for the United States.
- A rise in Minnesota median family income to nine percent above the U.S. median.
- An increase of the percentage of Minnesota adults with a four-year college degree from 22 percent in 1990 to 28 percent in 1997.

Case Study Three: Jacksonville, Florida

The targeted community intervention model developed in Jacksonville, Florida is one of the oldest and most widely used community indicator models in the country. Launched in 1985, it has been used as a model for more than 70 other communities.

The Quality of Life in Jacksonville: Indicators for Progress (QLJIP) is operated primarily by the Jacksonville Community Council, Inc. (JCCI) and assisted by strong partnerships with the Jacksonville Chamber of Commerce, the City of Jacksonville, and United Way of Northeast Florida.

The goals of QLJIP have evolved over time. In the beginning the goals of the project were to use indicators to create a measurable definition of quality of life in Jacksonville based on community consensus; compile, publish, and distribute an annual report on the chosen quality of life indicators; and inform and educate the public and policy makers about the report results.

After five years of collecting and reporting data, however, QLJIP worked with the community to set targets for the desired level of each indicator by the year 2000. With these targets, QLJIP now was not only showing the public and policy makers trends in Jacksonville's quality of life but also moving them toward making judgments about the degree of progress toward each goal and, hopefully, toward taking action on affecting the goals.

QLJIP involves community input and activities from hundreds of volunteers to supplement the work of its small staff of ten. Volunteers even conduct research associated with indicators, not only doing the research but reaching consensus on findings and recommendations of the research as well.

Quality of life indicators were developed using a five-step process:

1. QLJIP found over 100 community volunteers to help in the indicator development process by appealing to a variety of partners such as the Chamber of Commerce and United Way.
2. Participants in the process agreed on an operational definition of quality of life as "a feeling of well-being, fulfillment, or satisfaction resulting from factors in the external environment." The group also agreed on nine indicator areas to represent the definition: education, economy, public safety, natural environment, health, social environment, government and politics, culture and recreation, and mobility.
3. Participants created nine task forces to match the nine indicator areas.
4. JCCI provided criteria based on research to help participants select indicators that would accurately measure important aspects of the quality of life.
    - How valid is the indicator in measuring a factor or issue directly related to the quality of life?
    - Is information on the indicator readily available on an annual basis?
    - Can we be confident that the statistic will be compiled using a systematic and fair method and that the same method will be used each year?
    - Is the indicator simple enough to be interpreted by the general user and the public?
    - Does the indicator respond quickly and noticeably to real changes?

- Does the indicator have relevance for policy decisions? Is it possible to do anything about it?
- Do the indicators as a group cover important dimensions of quality of life?

5. Using these criteria and background research the task forces were asked to select up to ten indicators in each of the nine indicator areas. The final result was 74 indicators.

QLJIP made revisions in the indicators and targets in 1991 and 1998 based on experience, clarifying indicators and adjusting priorities.

The QLJIP translated the development of quality of life indicators into action to promote positive change in three ways:

1) publishing reports on the indicators and distributing them free of charge all over the community, including to libraries, public officials, agencies, and planning organizations;

2) conducting press conferences and providing the press with materials on issues related to the quality of life indicators; and

3) selecting various indicators for intensive, citizen-based Community Studies that develop findings and recommendations and then are acted upon by volunteer task forces.

Case Study Four: Reno, Nevada

The Truckee Meadows region of Nevada includes the cities of Reno and Sparks and the southern part of Washoe County. In 1991, the local governments of the area (Reno, Sparks, and Washoe County) created a regional plan as required by state law. To create and oversee implementation of the plan the local governments created the Truckee Meadows Regional Planning Agency (TMRPA). The planning process requires the development and tracking of indicators, and TMRPA gathered public input on the community's desired indicators so any selected indicators would have credibility and public support.

This regional planning process sparked a project known as Quality of Life in Truckee Meadows (QLTM), backed by a partnership between TMRPA and a private nonprofit group of community associations known as Truckee Meadows Tomorrow (TMT). The project's purpose is to create and promote public consensus on the concept of the quality of life needed to promote economic development in the region.

QLTM has served primarily as a provider of information that helps the region's governments realize the goals set in its regional plan. QLTM has involved the community in two major ways. First, a Quality of Life Task Force made up of 100 citizen volunteers helped develop the original community indicators, monitor progress toward achieving the indicators, and review the indicators periodically to determine their continued appropriateness. Second, other parts of the process involve about 3,000 other

community volunteers. One of the major challenges faced by the project has been integrating the goals of planning from three separate governmental bodies and the wider goals of the project. The overall community goals were to:

- Define and measure quality of life in the Truckee Meadows based on residents' values to determine if community quality of life is changing for the better or worse;
- Help TMRPA prepare a 20-year regional plan for development and growth management;
- Achieve a regional government with high levels of citizen participation, the ability to anticipate and solve regional issues and problems through coordination, and create a regional vision;
- Build real citizen participation into the regional growth management planning process;
- Integrate quality of life indicators into the regional plan; and
- Actually improve the quality of life in Truckee Meadows.

The process used by the Quality of Life Task Force to develop indicators involved four phases:

Phase One: Brainstorming. The group set up work groups for each area where they wanted to develop indicators. Each work group brainstormed indicators, ultimately producing a list of over 300 indicators from which to choose. Each group then met separately to narrow down the list to 10 to 15 indicators for each area, for a total of about 100 indicators.

Phase Two: Public Participation. The Quality of Life Task Force began by selecting volunteers to act as facilitators for the public participation process. The task force conducted over 100 presentations to over 2,000 participants. As part of the process, audiences selected indicator areas important to participants in that presentation. Each person received one imaginary "quality of life dollar" for each indicator important to participants. For example, if there were 10 indicators, each person got 10 "quality of life" dollars. All indicators selected by the audience were written on index cards. Participants divided their dollars among indicators to represent their ranking in any way they wished, putting all of their dollars on one indicator, putting one dollar each on each indicator, or any combination in between. The amounts were then tallied for each indicator to produce a weighted priority for each one.

Phase Three: Community-Wide Testing. The task force then conducted a mail and telephone survey of a demographically valid and random sample of 500 residents to get community reaction to the indicators chosen by audiences in the "quality of life dollar" game. The task force also ran the survey as a full-page ad in the two local newspapers, obtaining an additional 500 responses. The newspaper responses generally matched the random sample survey responses. The survey and newspaper results were used to select 45 final addressing the economy, education and life-long learning, environment, health, human services, and other areas.

Phase Four: Recommendation. The task force worked with the community to adopt the indicators as an official part of the regional plan. The indicators were officially adopted as part of the regional plan in August 1994. By the end of this process, over 3,000 people had participated and expressed community support for the quality of life indicators.

QLTM produced a user-friendly community report in 1997 and 1998 to show how various organizations are working to affect the indicators positively and therefore improve quality of life in the region. QLTM has also sought to move responsibility for moving indicators and improving community quality of life beyond government by creating an "Adopt-an-Indicator" program. This program encourages businesses, organizations, institutions, and individuals to take responsibility for an indicator or indicators of their choice, and assists them with ideas for ways to have a positive impact on those indicators.

Programmatic Outcome Measurement

Programmatic outcome measurement seeks to develop outcomes to change the lives of clients in individual programs, monitor progress toward achieving those outcomes, and continuously improving programs to meet outcomes more effectively. Because it seeks to change the lives of individual clients, it is by nature client-centered instead of staff-centered or activity-centered. That is, *programmatic outcome measures focus on the change in a client's life – specifically knowledge, attitudes, values, skills, behavior, condition, or status – rather than the activities of the staff involved in the program*.

The system, however, does not ignore the program's staff or their activities. Because outcome measurement usually requires a change in mind-set from focusing on inputs and outputs to focusing on outcomes, programs usually need training and technical assistance to help them make the transition. The change in mind-set also requires time and patience, since it does not happen immediately; nor are outcomes usually achieved immediately. Thus, programmatic outcome measurement efforts require a real commitment of resources and time to succeed.

Case Studies of Programmatic Outcome Measurement

Two brief case studies illustrate the effective use of programmatic outcome measurement. These two studies show how programmatic outcome measurement change the focus of organizational measurement from primarily counting outputs to focusing on results for clients.

Case Study One: Fairfax County Consolidated Community Funding Pool

Fairfax County established a Consolidated Community Funding Pool in 1997 as a new competitive grant process for funding human services offered by nonprofit agencies. The Consolidated Funding Pool consolidated all funding streams of human services funding and decided to award the money on a competitive basis rather than the former approach of funding human service nonprofit agencies as part of the annual line-item budget.

The Fairfax County Board of Supervisors appointed a citizen group known as the Community Funding Implementation Team (CFIT) to guide the funding process, including establishing implementation guidelines, eligibility and evaluation criteria, application and selection guidelines, accountability expectations, and annual funding priorities.

To set funding priorities, CFIT:

- Analyzed objective data from community needs assessment, demographic data, and trends in service use and demand;
- Sponsored a series of community forums and questionnaires to residents across the county to invite citizen participation in identifying service priorities and populations in need;
- Surveyed 45 citizen boards, authorities and commissions that guide human services in the county;
- Hosted a number of small regional focus groups to solicit input from low-income citizens and recipients of services; and
- Solicited input on needs and emerging trends from agency directors on the Human Services Leadership Team.

The system has had the following benefits:

- Allows nonprofit agencies to identify and respond to emerging community needs, since the funding pool establishes broad community outcomes and allows nonprofits to identify needs to be met and the best strategies to meet them;
- Encourages nonprofits to leverage funding through cash match from other sources, in-kind services from volunteers or contributions from the business community and others;
- Encourages nonprofits to demonstrate cooperation with other organizations to minimize duplication of efforts, become more efficient in operations, or form collaborations with other nonprofits to offer services;
- Provides incentives for agencies to serve unique client populations with innovative approaches;
- Provides the public and elected officials with information on community-based human service delivery, needs, and priorities to aid in making policy and resource decisions;
- Improves the administration of the funding process by streamlining the process and making it more consistent; and
- Increases the capacity for outcome and performance measures to work.

To assist nonprofit organizations in adjusting to this new way of doing business in Fairfax County, Fairfax-Falls Church United Way and George Mason University provide workshops to nonprofits on outcome development, outcome management, and grant writing.

Case Study Two: United Way of Mesa, Arizona

Mesa United Way began its programmatic outcome development and measurement system in 1994. The program requires agencies to develop client-centered program descriptions that detail:

- The client population to be served;
- The client condition to be addressed;
- The changes an agency will make in the client's condition;
- The implementation strategy the agency will use to make the change; and
- The information system the agency will use to determine how well the program is working affecting the client's condition.

Mesa United Way estimates that about 50 percent of its agencies have successfully determined how to develop outcomes. The executive director cautions, however, that "outcomes cannot be *the* end. They are a step on the path to achieving community impact. Now we're looking to find the indicators that will bring us to that level of impact. Agencies know they are doing good work, but outcome measurement has them looking at whether it is the right work for the community."

In developing and making decisions about outcomes, Mesa United Way includes the opinions of clients. The organization encourages agencies to be more client-centered and consider customer needs when making decisions about operations as well, such as having operating hours that are more convenient for an agency's clients.

EXISTING OUTCOME MEASURES IN USE IN SAN ANTONIO

There are already several organizations, both within City of San Antonio government and separate from it, that have developed and used outcome measures to help determine the effectiveness of their programs. This section briefly summarizes and assesses those outcome measures.

As many organizations do, these San Antonio organizations use a variety of measures broadly labeled "performance measures." These include inputs, outputs, efficiency measures, and outcome (sometimes called 'effectiveness') measures. As stated in the beginning of this chapter, all of these measures are legitimate and useful as management tools to track the need for resources, the level of activity those resources are used to generate, and the efficiency with which resources are used to accomplish their intended task. The purpose of this section is to focus on the ***outcome*** measures in use and determine if they are truly measuring outcomes instead of ***outputs***. This section is not intended to make any judgments on whether programs have the 'right' measures in place; that is the task of the program managers and should be a continuous

effort of improvement. This section will merely review the outcome, the significance of the outcome to the program, what it is intended to measure, and whether it is truly measuring changes in clients who have participated in the programs.

This section will examine selected outcome measures from the following departments and programs:

- The Department of Community Initiatives (DCI), and the programs related to Better Jobs it funds, including Project Quest, Avance, ASCEND, San Antonio Education Partnership, and programs in its Literacy Services and Children's Resources Divisions;
- The Afterschool Challenge Program operated by the Parks and Recreation Department;
- The City's Economic Development Department; and
- Alamo Workforce Development (AWD).

The assessment of outcome measures at DCI, the Afterschool Challenge Program, the Economic Development Department, and AWD, will focus on the outcome measures, whether they actually are outcome measures, how they are selected and monitored, data collected to measure them, and, if possible, status of meeting those measures that are actually outcomes.

Overall, outcome measurement in place in San Antonio that were reviewed for this report can best be described in most cases as 'evolving.' For government organizations using outcome measures, many have only developed those outcomes within the past four or five years. They have used other performance measures for a longer period than that, primarily outputs that are easier to measure (e.g., number of participants participating in a program, number of meals served) easier to understand, show more immediate information on a program than outcomes can usually show, and were the type of information most frequently demanded by policy makers who set program budgets.

The evolution toward an emphasis on outcome measures has occurred as taxpayers and public officials have begun to demand demonstrations of *results* from programs in which they have invested public money for so many years. Program staff have responded, and have made some important steps in developing useful outcome measures, but still have a way to go to perfect the system.

Nonprofit organizations have also gone through their own evolution in thinking regarding outcome measures. Many nonprofits such as United Way of San Antonio and Bexar County have been developing outcome measurement systems over the past ten years. Similar to government agencies, their thinking and practices have evolved from using outputs as a sign of program success (e.g., number of beds filled, number of meals served, number of children in preschool programs) to developing outcome measures to demonstrate real program effectiveness.

Department of Community Initiatives (DCI)

The Department of Community Initiatives (DCI) houses a variety of human development programs for San Antonio residents, several of which are considered related to Better Jobs. Following is a description of the outcome measures in place for those programs. It should be noted that most of these programs also have input, output, and efficiency measures, as any organization should have to plan for resource and program needs adequately. But for the purpose of reviewing measures related to the proposed accountability system, this section will review outcome measures – or what these programs refer to as "effectiveness" measures – only.

The information on outcome measures for DCI programs comes from two types of documents: the Contract Monitoring Report (CMR), the reporting mechanism DCI uses to report contract agency compliance with all performance measures (inputs, outputs, efficiency, and effectiveness); and the Program Monitoring Report, the reporting document DCI uses to report progress toward meeting performance measures for programs within DCI.

Overall, DCI's progress in the development, monitoring and use of outcome measures (or "effectiveness measures," as DCI refers to them) is improving over time; some programs have good effectiveness measures in place, while others have what are labeled effectiveness measures that are actually outputs.

Following is a brief review of the effectiveness measures in use in DCI programs.

Project Quest:

Effectiveness Measure: Percent of Quest graduates in related job training.

This is definitely an outcome that centers on results for the client, and indicates the number of Quest graduates placed in one of the five driver industries designated for San Antonio. The program collects the information by questionnaire completed by program participants and may include Quest graduates up to two years from the date of placement. Information is reported semi-annually. As of September 2000, Quest reported 95 percent of program graduates had been placed in related job training, compared to an established goal of 80 percent.

Percentage of Quest graduates placed in driver industry jobs is the only effectiveness measure reported on the FY 1999-2000 Contract Monitoring Report (CMR). DCI does not currently track retention of graduates in these jobs in the CMR. This would be a good accompanying effectiveness measure for DCI to track.

Avance: This report reviews effectiveness measures for Avance's Parent-Child Education Program. It is sometimes difficult to obtain consistent figures of client progress on the CMR because the number of participants in a program may vary from one month to the next. Clients may participate in the program for a time, leave, and then return.

The effectiveness measures for the Parent-Child Education Program below were those tracked for the FY 1999-2000 CMR, since those are the measures where data exists.

The measures have changed for FY 2000-2001 to more accurately reflect actual outcomes for program clients.

The new measures that are being tracked for this program in FY 2000-2001 are:

- Percentage of program participants completing the program who demonstrate an increase in parenting knowledge on the Avance Parenting Questionnaire (APQ). This outcome demonstrates an increase in knowledge of the client. The goal for this fiscal year, which will be reported at the beginning of the 4th quarter of the fiscal year, is 75 percent.
- Percentage of program participants completing the program who understand the value of education and enroll in higher education. This outcome demonstrates a change in values (understanding the value of education in benefiting a person's life) and a change in status (enrolling in higher education). The goal for this fiscal year, which will be reported at the beginning of the 4th quarter of the fiscal year, is 75 percent.
- Percentage of child development providers using the Kinder Readiness Guidelines. This is labeled an effectiveness measure, but is more of an output because it focuses on activities of the provider rather than focusing on changes in the client. Even though it is not a client-centered outcome as defined in this report, it is certainly a good goal. This goal is measured monthly, and 100 percent of child development providers are meeting it.
- The percentage of program participants using the Kinder Readiness Guidelines. This is an outcome measuring change in knowledge and behavior. It is measured monthly, and thus far in FY 2000-2001 100 percent of the program's participants are meeting it.

Following is a review of the goals used in FY 1999-2000 in the Parent-Child Education Program.

Effectiveness Measure 1: Percent of parents who complete the Avance curriculum.

This is an output rather than an outcome, since it only shows the percentage who completed the program but not any change in the client as a result of program completion.

Effectiveness Measure 2: Percent of parents who increased awareness of college preparatory and community/cultural resources during the summer months.

This is an outcome tracking parents in the Avance program who sought out resources that would help them prepare for college. It is an outcome, since it demonstrates a change in client knowledge of resources that would help them. However, there should also be an accompanying outcome to show those who actually took advantage of such resources. For FY 1999-2000, 98 percent of program parents demonstrated increased awareness of such resources, compared to a goal of 75 percent.

Effectiveness Measure 3: Percent of parents who completed college semester hours with a "C" or better.

This is a useful outcome since it tracks improvement in a client's knowledge, skills, and status. Compared to a program goal of 75 percent, 67 percent of parents who completed attempted college semester hours completed them with a "C" or better.

Effectiveness Measure 4: Percent of parents who passed one individual ready test for a GED certificate.

This is a useful outcome because it tracks program participants who have demonstrated an increase in knowledge and skills in their preparation for taking the GED. Compared to a program goal of 75 percent, 62 percent passed a ready test for a GED certificate.

ASCEND:

Effectiveness Measure 1: Percent placement in unsubsidized employment.

This outcome measure shows the percent of program participants who have been placed in unsubsidized employment. The grant goal is 29 percent; by February 2001 40 percent of the 128 program participants (or 51 people) had been placed in unsubsidized employment. The program exceeded the outcome goal, but the goal appears to be set fairly low to begin with.

Effectiveness Measure 2: Employment retention rate after six months.

This is a useful outcome for a welfare-to-work program. The program goal is that 65 percent of program participants placed in jobs will still be on the job after six months. As of February 2001, 67 percent of participants placed in jobs (86 people) were still on the job after six months.

Effectiveness Measure 3: Percent of participants employed in demand occupations.

This outcome measure is actually an output, but it does show the percentage of participants placed in one of San Antonio's driver industries.

Effectiveness Measure 4: Percent of participants reporting a higher wage.

This outcome shows the percentage of participants reporting higher wages in the jobs in which they have been place than the wages they were earning before the program. No goal was set for this measure, but by February 2001 43 percent of the 128 participants (55 people) reported higher wages.

Effectiveness Measure 5: Average wage increase.

The goal for this outcome is a 75 cent increase in hourly wages. While this increase goal does not appear to be a very large increase, for a person who has been on welfare, this type of increase would be considered significant. By February 2001, the average wage increase for program participants was 82 cents.

San Antonio Educational Partnership:

Effectiveness Measure 1: Percent of participants graduating from high school.

This outcome measure tracks those SAEP program participants in the 15 participating school districts who graduate from high school. SAEP continues to meet its goal of 97 percent graduation rates for its program participants.

Effectiveness Measure 2: Percent of participants enrolled in all colleges.

This outcome measure shows a change in program client status (participants have successfully transitioned from high school to enrolling in college). By December 2000, 52 percent of program participants who graduated high school in 2000 had enrolled in college, compared to a goal of 50 percent. DCI should move to the next level in outcome measurement, and track how well program participants perform in college once they enroll.

Effectiveness Measure 3: Percent of participants enrolled in local colleges.

This outcome measure tracks the same type of information as the previous outcome, but tracks the percentage of participants enrolled in *local* colleges. By December 2000, 68 percent of program participants who graduated high school in 2000 had enrolled in college, compared to a goal of 42 percent. DCI should move to the next level in outcome measurement, and track how well program participants perform in local colleges once they enroll.

Effectiveness Measure 4: Percent of high school graduate program participants who are the first generation in their families in college.

This measure is an outcome that indicates a major achievement: not only are participants high school graduates, but they are the first generation in their families to do so. Compared to a goal of 75 percent, 60 percent of program participants enrolled in college are the first generation in their families to do so.

Effectiveness Measure 5: Percent of program participants completing their first year in a local college.

This outcome measure tracks the percentage of program participants completing their first year in a local college. The program goal is for 75 percent of program participants enrolled in local colleges to complete their first year. Another useful outcome measure to track would be the percentage of participants completing their first year with a "C" average or better.

Literacy Services: The Literacy Services Division monitors effectiveness measures in two areas: administration and the Central Referral Center.

1. Central Referral Center

Effectiveness Measure: Positive follow-up calls.

This measures the number of people referred who have actually gone to a literacy center. While this measure is important for programmatic measurement, it is actually an output rather than an outcome. It would be an outcome if it tracked the number of people referred who entered a literacy program and increased their reading skills in some way.

2. Administration

Effectiveness Measure 1: Student achievement.

This measure tracks students in the program who improved their reading grade level but did not progress to the next reading grade level. This is determined through pre-testing and post-testing before and after participation in the literacy program. Though no program goal was set, the Program Monitoring Report (PMR) shows that for FY 1999-2000 3,247 program participants improved their grades but did not progress to the next grade level in their literacy skills.

Effectiveness Measure 2: Student progressions.

This measure tracks students in the program who actually progressed from one reading grade level to the next. This is determined through pre-testing and post-testing before and after participation in the literacy program. Again, though no program goal was set, the PMR shows that for FY 1999-2000 699 program participants progressed to the next grade level in their literacy skills.

Effectiveness Measure 3: Number that became citizens.

This measure tracks the number of program participants who actually passed the citizenship exam after completing the program's civics test as part of the adult basic education program. Compared to a goal of 216 passing the citizenship exam, only 67 passed in FY 1999-2000.

Effectiveness Measure 4: GED graduates.

This measure tracks the number of program participants who actually obtain their GED. Participants must produce a GED Test Certificate to be counted among those who passed. Compared to a goal of 196 participants passing the GED in FY 1999-2000, 286 actually obtained their GED.

Children's Resources Division: The Children's Resources Division monitors effectiveness measures in two areas: Resource and Referral Services and Child Care Delivery Services (CCDS).

1. Resource and Referral Services – Most of these measures do measure a type of effectiveness, but actually measure staff effectiveness at doing their jobs rather than client-centered outcomes (benefits or changes for program participants resulting from participating in the program.

Effectiveness Measure 1: Percent of children referred resulting in placement.

This could be considered an outcome, since it results in a change in the status of the child (placement in a good child care facility). For FY 1999-2000, 54 percent of the children referred were successfully placed, compared to a goal of 62 percent.

Effectiveness Measure 2: Percent of individuals requesting training who attended training.

An output rather than an outcome.

Effectiveness Measure 3: Percent of provider database updated.

Measures staff effectiveness rather than client-centered outcome (changes or benefits for client).

Effectiveness Measure 4: Percent of families who received a child care subsidy during an emergency situation.

Measures staff effectiveness rather than client-centered outcome (changes or benefits for client).

2. Child Care Delivery System

Effectiveness Measure 1: Percent of CCDS clients who remained employed or in training due to subsidized care.

This is an outcome that shows a benefit to a client's status resulting from this program. Because of subsidized care, clients were able to remain employed. For FY 1999-2000, 90 percent of program clients were able to remain employed because of subsidized childcare, compared to a program goal of 99 percent.

Effectiveness Measure 2: Percent of returned surveys indicating client satisfaction with vendors.

Outcome indicating whether client is satisfied with the child care his or her child is receiving from the child care vendor. For FY 1999-2000, 91 percent indicated satisfaction, compared to a goal of 92 percent. To really know the significance of this percent, DCI would need to report the actual number of surveys sent out, those completed and returned, and the actual number of respondents indicating satisfaction with childcare vendors.

Effectiveness Measure 3: Percent of budget expended for childcare.

While this is an important program measurement useful to budgetary control, it is actually an efficiency measure rather than an outcome.

Afterschool Challenge Program – Parks and Recreation Department

The Afterschool Challenge Program is the only program operated by the Parks and Recreation Department related to Better Jobs. The program has designated six effectiveness measures; however, not all of the measures actually meet the criteria established in this chapter of a client-centered outcome measure. Actually, the program has already identified the perfect outcome measures for this program: measure 5 (percentage of eligible children regularly participating in the program with improved grades) and measure 6 (Percent regularly participating in program with improved school attendance). As noted elsewhere in this report, the problem has been collecting the necessary information for tracking these outcomes. The city is aware of this problem and has been working diligently on remedying the situation. The city should follow the recommendation elsewhere in this report and work out the impediments to collecting the data with San Antonio school districts. If this can be accomplished, the program will have the appropriate outcomes to measure.

Effectiveness Measure 1: Percent of school days the Afterschool Challenge Program operates (per site average).

This is an output, not an outcome.

Effectiveness Measure 2: Percent of Afterschool Challenge Program parents satisfied with the program.

This is a measure of program satisfaction, but does not really show benefits or changes for the program's actual clients – the children.

Effectiveness Measure 3: Percent of parental survey results reflecting improved grades from the pilot program.

This outcome is a proxy for actually measuring program participants with improved grades, but since that information apparently is currently unavailable to the program, this measure must serve as a stand-in. The performance measure report shows that 96 percent of responding parents indicate improved grades, compared to a goal of 95 percent. To be useful for reporting purposes, the program would need to indicate the number of surveys sent out, the number returned, and the actual number indicating their children's grades had improved.

Effectiveness Measure 4: Percent of eligible children regularly participating in the Afterschool Challenge Program.

This is an output, not an outcome.

Effectiveness Measure 5: Percent of eligible children regularly participating in the program with improved grades.

This would be a very useful outcome measure for the program if the program could actually collect data from school districts to track grades of program participants. That is not currently the case. Until that time, this measure is meaningless.

Effectiveness Measure 6: Percent regularly participating in program with improved school attendance.

This would be a very useful outcome measure for the program if the program could actually collect data from school districts to track grades of program participants. That is not currently the case. Until that time, this measure is meaningless.

Economic Development Department

Though it is the department responsible for economic development efforts on the part of city government, the City of San Antonio Economic Development Department does not have any specific programs currently that are considered Better Jobs programs. The department does list eight effective measures. These measures are changing, however. The department is currently in the process of developing new effectiveness measures that will reflect outcomes more accurately.

Effectiveness Measure 1: Average number of jobs created by prospect announcements.

This measure could be classified as an outcome, since it tracks the number of jobs created as a result of prospect announcements of new businesses coming to San Antonio. Compared to a goal of 521 in FY 1999-2000, 371 jobs were actually created.

Effectiveness Measure 2: Average number of jobs created per tax phase-in approved.

This measure could be classified as an outcome, since it tracks the number of jobs created as a result of giving tax abatements to business as incentives to locate or expand in San Antonio. Compared to a goal of 765 for FY 1999-2000, 331 jobs were actually created as a result of the department arranging tax abatements.

Effectiveness Measure 3: Jobs created as a percentage of jobs lost to Base Realignment and Closure (BRAC).

This measure is more of an efficiency measure than an outcome, since it tracks jobs created as a percentage of jobs lost in base closures. Compared to a goal of 48.1 percent in FY 1999-2000, the percentage was actually 52.4 percent.

Effectiveness Measure 4: Ratio of inner city loans to total loans.

This measure is also an efficiency measure rather than an outcome.

Effectiveness Measure 5: Small Business Enterprise (SBE) percent of goal.

Effectiveness Measure 6: Minority Business Enterprise (MBE) percent of goal.

Effectiveness Measure 7: Women-owned Business Enterprise (WBE) percent of goal.

Effectiveness Measure 8: African-American Business Enterprise (AABE) percent of goal.

These last four measures are outcome measures, since they measure the percentage of small, minority, women-owned, and African American businesses receiving city contracts as a result of those programs.

Alamo Workforce Development (AWD)

Alamo Workforce Development currently attempts to comply with outcome measures established by the Texas Workforce Commission (TWC). This section will only examine some of the measures related to the Choices/TANF and Welfare to Work programs at AWD. All of the measures were set by TWC for all local workforce development entities. All data covers FY 1999 (September 1, 1999 through August 31, 2000).

1. Choices/TANF

An overall observation on these measures: two of the five measures are outcomes. An outcome focuses on the changes in a client, not on the number of people going through a program. We recognize that these measures (such as measures 1, 4, and 5) are required by TWC, but AWD could add other outcomes to its measures for this program, such as the percentage of program clients remaining in their jobs after a set period of time (six months or a year).

Measure 1: Percent of eligible clients served.

This measure is required by the Legislative Budget Board (LBB), but it is not an outcome; it is an output.

Measure 2: Percent of eligible clients entering employment.

This is also required by LBB. It is an outcome. Compared to a contracted goal with TWC that 50 percent of eligible clients would enter employment, 67.66 percent of eligible AWD clients (4,335 people) entered employment in FY 1999.

Measure 3: Percent of eligible clients entering employment at or above $5.15 an hour.

This LBB measure is an outcome measuring whether clients enter jobs paying at least the federally mandated minimum wage. Compared to a contracted goal of 95 percent set by TWC, 97.64 percent of AWD's eligible clients (2,927) entered jobs paying at least minimum wage in FY 1999.

Measure 4: Participation rate for two-parent families.

This LBB measure is an output rather than an outcome.

Measure 5: Participation rate for all families.

This LBB measure is an output rather than an outcome.

2. Welfare to Work

Measure 1: Welfare to Work participants served.

This LBB measure is an output rather than an outcome.

Measure 2: Welfare to Work Job Entry.

This measure is an outcome. Compared to a contracted goal that 68 percent of program participants will enter jobs, 66.29 percent of AWD Welfare to Work program clients entered jobs in FY 1999.

Measure 3: Welfare to Work job retention rate.

This measure is an outcome that measures the percentage of program clients entering jobs who have retained those jobs for six months after entering the job. Compared to a contracted goal of 75 percent, 100 percent of AWD Welfare to Work clients (1,306) were reported to have retained their jobs.

Measure 4: Welfare to Work earnings gain rate.

This measure is an outcome representing the percentage of earnings increase experienced by program clients entering employment. Compare to a contracted goal of 1.5 percent, AWD Welfare to Work program clients reported an earnings gain rate of 226 percent. This measure would be much more useful for reporting purposes if actual wage gain amounts were included. Also, the contracted goal of 1.5 percent appears very low. In comparison, an outcome tracked by DCI for the ASCEND program of average hourly wage increase sets a goal of 75 cents an hour. If AWD must track this measure to satisfy TWC, it should also track average hourly wage increase in terms of dollars and cents.

DEVELOPMENT OF SUCCESS BENCHMARKS FOR BETTER JOBS

The development by the community of Better Jobs Community Success Benchmarks will help bring the resources of the San Antonio community more effectively to bear on serious problems that face the community in terms of developing a better and higher paid workforce. This section describes a process that should be used to develop Community Success Benchmarks:

- It describes how those benchmarks should be related to individual programmatic goals,
- It describes how the benchmarks should be reviewed periodically with the community to ensure accountability, and finally,
- It recommends an initial set of success benchmarks with which Better Jobs can start this process of affecting community-wide change.

This process is similar to the early efforts undertaken by Better Jobs task forces and committees to develop the framework for the Better Jobs concept, and will include people from all over the community working to reach consensus on the major changes they want to make in San Antonio.

Process to Develop Community Success Benchmarks

The process Better Jobs should use to develop success benchmarks should mirror the process described for targeted community interventions described earlier in this chapter from United Way of America's white paper *Community Status Reports and Targeted Community Interventions: Drawing a Distinction*. The process should also replicate the initial Better Jobs Task Force process, which brought together many diverse individuals to discuss human development for the first time.

Better Jobs fits the concept of a targeted community intervention perfectly: an effort to change community conditions through the efforts of a collaboration of government, community organizations, educational community, the business community, and others, and the collaborative will hold itself accountable for the intended changes.

The development of success benchmarks should follow these steps:

1. Pull together as much data as possible on the community. Thanks to all of the good work the founders of Better Jobs performed in formulating the Better Jobs concept, there is a great deal of data related to human development, economic development, and workforce development, areas from which the success benchmarks should be developed.
2. Assemble a comprehensive list of stakeholders to get a full and diverse set of views and expertise on preferred benchmarks. The list should include representatives of San Antonio city and county government, school districts, colleges and universities, nonprofit organizations (e.g., United Way), community groups such as COPS and Metro Alliance, other community or neighborhood groups, and the business community (particularly the driver industries already identified for San Antonio). A significant number of participants involved in the creation of Better Jobs should also be involved in this new input process. Those individuals are the people who first developed the concept and principles of Better Jobs and those who served on the early committees and subcommittees who performed the early groundbreaking work and research that have brought us to the creation of this report.
3. Conduct an input process to get a wide spectrum of views and concerns regarding preferred success benchmarks. Participants should use the initial recommended benchmarks as a starting point for debate and discussion, and use the copious amount of data available from all sources in San Antonio to attain consensus on success benchmarks. This process will resemble not only the early work done by the people of San Antonio to develop the concept of Better Jobs, but will also resemble the type of process used in communities such as Jacksonville and Reno to develop their community indicators. Better Jobs staff will work to recruit people from different backgrounds and from all across the community and form them into task forces matching the areas covered by Better

Jobs. Using data developed from the early work on Better Jobs and supplemented by any updated data provided by Better Jobs staff, the task forces should use a selection and prioritization process to develop the overall Community Success Benchmarks

4. Once the Community Success Benchmarks are identified, each funding source or source of other resources can begin to develop an action strategy for how their resources can be brought to bear on one or more of the Community Success Benchmarks. As explained shortly, the success benchmarks will be tied to individual programmatic outcomes, and organizations will hopefully commit to develop clearly articulated program descriptions and outcomes that are tied to at least one success benchmark.

This process should be facilitated by an outside, impartial party to ensure that all parties are fully involved, that the process is fair and impartial, and the benchmarks identified are appropriate for the entire community. The city has set aside $49,000 from the Mayor's one-time money for facilitation in this important exercise.

Number of Initial Success Benchmarks and Areas Addressed

Community Success Benchmarks can and should set success goals to positively affect San Antonio residents at different stages of life. However, there should not be so many goals that the Better Jobs initiative loses its focus or an inordinate amount of resources must go toward doing nothing but tracking data. To force more focus as the Better Jobs Collaboration is put into operation, this report recommends limiting the number of Community Success Benchmarks the community attempts to affect at any period of time to five. *This will force those involved in the development of goals to make choices and set priorities rather than trying to have an effect on every condition in the community.*

The participants in the process of setting the Community Success Benchmarks should have as much flexibility as possible to arrive at those benchmarks. However, the community can always affect significant change by directing the Community Success Benchmarks toward three overarching goals:

1) Ensuring that children are prepared to learn and take full advantage of their education;

2) Ensuring that students attain the highest level of education possible so they open doorways to better future opportunities; and

3) Ensuring that San Antonio residents have opportunities to make their working years as successful and rewarding as possible.

The Community Success Benchmarks can be formulated so they are broad enough to include a variety of strategies and programs that can be used to have an impact on them.

Periodic Review and Assessment

As this entire chapter has demonstrated, accountability will be a major hallmark of the Better Jobs Collaboration. The chapter has detailed an approach that will ensure that programs develop clear programs and outcomes and are held accountable for achieving those outcomes. However, the same standard should be applied to the Better Jobs Collaboration itself.

Better Jobs' accountability will be achieved by holding the organization and all of its partners accountable for making an impact on the success benchmarks. Recognizing that making any type of noticeable impact on a community-wide benchmark will take time, the effort should be given five years to produce an impact.

At the end of that five-year period, Better Jobs should be subjected to a "sunset" process at the same time it is undergoing its legislatively mandated performance review, in which the entire effort and its impact on the five success benchmarks is assessed, and a determination is made whether Better Jobs should continue, its efforts or benchmarks be modified in some way, or the effort should be terminated.

That type of high expectation and finite time limit for achievement may seem stringent, but these types of expectations can help focus the community and motivate it to full commitment to this effort.

Recommended Set of Initial Community Success Benchmarks

While it is extremely important that the community be actively involved in development of future success benchmarks so that they can "own" them and take responsibility for their success, this section offers an initial set of success benchmarks that can serve as a focus for the initial operation of Better Jobs and serve as a starting point for community discussion regarding the establishment of future benchmarks.

Following are recommendations for the initial set of success benchmarks and some supporting reasons for choosing these benchmarks. It is important to note that these are by no means the only important issues that should be addressed, nor that other issues are any less important because they are not specifically on this list. But it is important that Better Jobs be focused on a limited number of issues in the beginning and focus significant resources on those issues. Such an effort must not only be focused but also achieve some real successes. **Limiting overall goals and focusing on those goals is the only way to ensure Better Jobs makes real changes in San Antonio.**

To make these recommended Community Success Benchmarks useful, the community will have to identify baseline information for each of these benchmarks establish a specific time to achieve each benchmark. This report recommends that the time period for achieving benchmark levels be five years. This will give organizations choosing to support these Community Success Benchmarks enough time to affect them and for the community to see tangible results. The community can set desired goals for these benchmarks in a number of ways: to exceed past performance for that benchmark in San Antonio; to exceed state and or national averages for that benchmark; or to stretch further and set a truly ambitious benchmark which, whether accomplished or not, will focus the efforts of the community in a positive way to affect positive community change.

These recommended benchmarks are only the first round in what should be a continuous process, and are only a starting point to begin the debate. In fact, the Better Jobs Collaborative should review the recommended Community Success Benchmarks detailed below and determine if they should be adopted for use for the next five years. This collaborative should use the process to develop Community Success Benchmarks outlined earlier in this chapter to adopt the recommended benchmarks, including the involvement of a broad cross-section of the community of San Antonio to ensure buy-in.

Successful targeted community interventions are processes that constantly seek not only to improve conditions but also improve the process used to improve conditions. Community Success Benchmarks should be periodically reviewed to determine if progress is being made in moving the benchmarks in a positive direction. And after five years, all five Community Success Benchmarks should be reviewed and Better Jobs should be held accountable for progress in achieving them. After such a review, the Better Jobs Collaborative should conduct the process of selecting new Community Success Benchmarks. The process of adjusting Community Success Benchmarks is entirely up to the community of San Antonio, as it should be.

The recommended success benchmarks follow. These success benchmarks were selected because they provide goals for the progress of San Antonio residents at a variety of life stages, while still focusing Better Jobs on specific community outcomes.

1) Increase reading readiness skills of all children in kindergarten, first and second grade.

If children are ready to learn to read while in kindergarten, they are much more likely to be successful at learning to read once they enter their elementary school years and have a much better chance of succeeding academically on through their secondary years.

Partners in the Better Jobs Collaboration should set a Community Success Benchmark to increase the reading readiness of students in kindergarten, first grade, and second grade in San Antonio school districts, and track their performance through results already reported to the Texas Commissioner of Education.

Section 28.006 of the Texas Education Code requires that all school districts administer reading instruments to students in kindergarten, first, and second grades a reading instrument to diagnose each student's reading development and comprehension and apply the results of the reading instrument to the instructional program. The instruments are administered to kindergarten students in the second half of the school year but may be administered to first and second graders at any time during the school year. Instruments are available in English and in Spanish. The results of performance on the instruments are not intended to be interpreted as passing or failing, but are intended to be viewed as a measure of concepts a student has developed or is still developing.

The law also requires the Texas Commissioner of Education to adopt a list of reading instruments a school district may use to diagnose reading development and comprehension. The law allows a district-level committee either to adopt a reading instrument from the commissioner's list or may adopt other instruments, including

instruments they have developed locally. However, any reading instrument adopted must be based on scientific research on reading skill development and reading comprehension.

Data from the results of these tests must be reported to the district's board of trustees, the Texas Commissioner of Education and a student's parent or guardian. This data for kindergarten, first grade, and second grade students in each district could be tracked for each school district in San Antonio annually. Not only would Better Jobs partners be able to see the changes in reading comprehension and development each year for kindergarten students, but would also be able to track changes as students in each district advance to first and second grade.

The goal of this Community Success Benchmark should be to improve the performance of students on the reading instruments from year to year, and not only measure improvement within each district but also in relation to statewide performance on the instruments.

2) Increase attendance rates and decrease dropout rates of students in San Antonio school districts.

High absenteeism can often serve as a sign of risk that students are not interested in learning, may be having problems learning, or may be having other social or psychological problems that are interfering with a student's ability to learn. Students with high rates of absenteeism are often more likely to drop out of school.

The dropout rate is also a chronic problem in San Antonio, and is the first major barrier keeping young residents of San Antonio from finding successful employment as adults. For example, a 1998 Texas Education Agency longitudinal study of dropout rates for students in San Antonio districts who dropped out between the 7th grade and their graduation date showed high dropout rates, especially for some of the poorer school districts. For example, Edgewood, a district where 51 percent of the residents live in poverty, 37.4 percent of students dropped out between the 7th grade and their expected graduation date. Southside, with a 43 percent poverty rate, had a dropout rate of 25.9 percent for students between the 7th and 12th grades. Decreasing the dropout rate will increase success of the next goal, graduating more San Antonio residents from high school.

The partners in the Better Jobs initiative should establish a Community Success Benchmark of increasing the attendance rate and decreasing the dropout rate in school districts in San Antonio.

Data to track both of these statistics is available through the Texas Education Agency (TEA) in its Academic Excellence Indicator System (AEIS), which is located on the agency's website. The attendance rate is reported for an entire school year, and is reported by campus, district, region, and statewide. Attendance rates for San Antonio districts and individual campuses can be compared to rates for schools through Region 20 and to schools statewide.

Dropout rates can also be tracked through AEIS and is tracked two ways. The first is the annual dropout rate, which is the count of dropouts in a school year summed across grades 7 through 12 divided by the total number of students in grades 7 through 12.

The second tracking method is a statistic known as the completion rate or student status. TEA no longer tracks longitudinal dropout rates in quite the same way as it did three years ago. Instead of tracking dropouts from 7th grade through 12th grade, TEA now uses the completion rate as a longitudinal rate showing high school outcomes for cohorts of 9th grade students (groups of students entering 9th grade in the same year). The longitudinal dropout rate is tracked by the year graduation is expected – four years after students enter 9th grade. The indicator is tracked for districts and high schools that have had continuous enrollment in grades 9 through 12 at least since the 1995-1996 school year. Better Jobs should track both dropout statistics – annual and longitudinal.

The goal of this Community Success Benchmark should be to increase the attendance rates and decrease the dropout rates for school districts in San Antonio from year to year, and not only measure improvement within each district but also in relation to statewide performance on these statistics.

3) Increase the educational attainment of San Antonio residents.

San Antonio residents will not be able to move on to higher wage jobs unless they increase their level of educational attainment. Graduation from high school and entering college are two important milestones that will help San Antonio residents move closer to the goal of attaining higher wage jobs.

The partners in the Better Jobs initiative should establish a Community Success Benchmark to increase the level of educational attainment of San Antonio residents.

Increased High School Graduation Rates

The first indicator of increased educational attainment is increased graduation rates among high school seniors in San Antonio school districts. Graduate information is tracked for high schools, districts, education regions, and the state in AEIS. The total number of graduates are reported in the Fall of each year, so that it captures not just those students who graduate on time in May but also those who graduate over the summer. AEIS can track and report information for individual campuses or districts, and compares the data to the educational region the district is in as well as the statewide average.

Graduation rates can be calculated by dividing the total number of graduates by the total number of seniors on a campus or in a district.

Increased educational attainment also is realized by increasing the number of students entering college following high school graduation. Unfortunately, this statistic is not tracked by any acknowledged data source; neither TEA nor the Texas Higher Education Coordinating Board (THECB) track such information by school district.

However, TEA tracks statistics that can be used as a proxy for college entrance. TEA tracks two statistics that provide indication of high school graduates' interest in attending college and eligibility to enter college:

The percentage of high school graduates taking college admissions tests, either the SAT or the ACT; and

The percentage of high school graduates taking college admissions tests scoring at or above the criterion score on either test (1110 on the SAT or 24 on the ACT).

Increased Percentage of High School Graduates Taking College Admissions Tests

The second indicator of increased educational attainment is an increase in the percentage of high school graduates taking college admissions tests, either the SAT exam administered by the College Board or the ACT exam administered by ACT, Inc. This statistic is tracked by TEA in its AEIS system, can be tracked for high school campus or school district, and can be compared to Region 20 and statewide performance.

Increased Percentage of Examinees Scoring At or Above The Criterion Score

The third indicator of increased educational attainment is an increase in the percentage of those examinees taking either the SAT or the ACT who score at or above the criterion score on either test. For the SAT, the criterion score is 1110. For the ACT, the criterion score is 24. This data is collected by the AEIS system, and can be tracked for high school campus or school district, and can be compared to Region 20 and statewide performance.

The goal of this Community Success Benchmark should be to increase the educational attainment for San Antonio residents from year to year by increasing high graduation rates, increasing the percentage of high school graduates taking college admissions tests, and increasing the scores of high graduates taking those tests. This benchmark should not only measure improvements in these indicators within each district but also in relation to statewide graduation rates and admission test scores.

4) Increase the education and skills of participants going through adult basic education programs.

One of the major concerns expressed by San Antonio employers during this review was that many job applicants and entry-level workers do not have necessary basic job skills. In many cases, employers cannot even begin training new employees the skills specific to their jobs until they provide them remedial training in skills such as math and reading. Clearly, many job applicants and employees need basic skills just to be eligible for entry-level positions, not to mention more advanced jobs.

The partners in the Better Jobs Collaboration should establish a Community Success Benchmark to increase the education level and skills of participants going through adult basic education programs using participants' scores on the Test of Adult Basic Education (TABE) as an indicator of their progress.

The Literacy Services Division in the City's Department of Community Initiatives provide basic adult education and test the skills program participants gain using TABE. TABE is one of the nation's most widely used tests to measure skills gained in adult basic education programs. TABE provides the most reliable measurement of reading, language, and math skills for adults of any measurement instrument.

To test program participant skills accurately, TABE is administered as a pre-test and a post-test. Participants' reading, language and math skills are tested before participation in adult basic education classes and re-tested after the class to measure their change in knowledge and skills (making the results a true outcome measure). TABE scores measure the equivalent grade level the test subject's skill levels represent.

TABE covers a number of subjects, among them:

- Basic and intermediate reading;
- Basic and intermediate vocabulary;
- Basic and intermediate spelling;
- Grammar;
- Whole numbers and negative numbers;
- Fractions and decimals;
- Percentages, averages, and ratios;
- Basic algebra; and
- Basic geometry.

The Literacy Division already administers TABE pre-test and post-test as a way to measure two statistics. The first is a statistic known as "student achievement," which tracks the number of program participants who increased their score on the test but did not do well enough to progress to the next grade level. The second is a statistic known as "student progression," which tracks the number of program participants who scored well enough on the post-test to progress from one grade level to the next.

The goal of this Community Success Benchmark should be to increase the number of adult basic education participants who improve their scores on TABE, with particular emphasis on increasing participants who progress from one grade level to the next on the test.

5) Increase the average wage rates for jobs in San Antonio, particularly those occupations most likely to work in the five driver industries identified for San Antonio.

A recent study of communities and their relative readiness for the "new economy"—an economy characterized by information technologies, globalization, and entrepreneurial dynamism, among other factors – ranked San Antonio 45th out of the 50 largest metropolitan areas in the number of managerial and professional jobs. San Antonio must increase the average wage rates of employees particularly in those five driver industries that are most likely to spawn a great number of managerial and professional jobs.

Partners in the Better Jobs Collaboration should establish a Community Success Benchmark to increase average wage rates for various occupational groups in San Antonio, particularly those occupations that are most significant to the five driver industries identified for San Antonio.

Data is available from the U.S. Bureau of Labor Statistics (BLS) to track this benchmark. The BLS annually produces the National Compensation Survey, which provides detailed information on wage rates in a variety of occupational categories, and produces the data nationally, by state, and by metropolitan area. The latest survey produced for San Antonio was published in October 2000. Some examples of the information contained in this survey include:

- Mean hourly wages by worker characteristics, which lists average hourly wages for white-collar occupations (with categories such as professional specialty and technical, executive, administrative and managerial, sales, and administrative support) and blue-collar occupations (with categories such as precision production, craft and repair; machine operators, assemblers, and inspectors; and transportation and material moving);
- Mean hourly wages with the same categories broken down by more specific occupations (for example, under "professional specialty and technical," it list average hourly wages for engineers, architects and surveyors and computer systems analysts and scientists); and
- Mean weekly and hourly wages for occupational categories and specific occupations.

Better Jobs may obtain baseline information on wage rates for occupational categories and specific occupations, focusing in particular on those occupations fitting into the five driver industries, such as computer systems analysts, clinical laboratory technologists, etc. In future years, the community can obtain this same information from BLS to determine if average wages for selected occupations in San Antonio have increased from one year to the next, as well as compare wages for these occupations in San Antonio to those statewide and nationally.

The goal of this Community Success Benchmark would be to not only increase the wages in those occupations in San Antonio from year to year, but to close the gap between wages in those occupations in San Antonio and wages throughout Texas and the nation.

Using data available from sources such as the Bureau of Labor Statistics, the city should identify data on specific occupations in the five driver industries: 1) Aerospace and MRO, 2) Biosciences and Health Care, 3) Visitor and Tourism, 4) Information Services and Emerging Technology, and 5) International Trade.

STANDARDS OF PROGRAMMATIC ACCOUNTABILITY SYSTEM

All organizations that are committed to the Better Jobs vision and fund workforce, economic or human development services will be asked to voluntarily agree that every provider requesting funding will be supported only if they provide evidence that the Better Jobs standards for accountability are being met.

Programs that meet these standards would have achieved a "Gold Standard" for program performance measurement developed by the Better Jobs Collaborative as part of a community-wide commitment to greater accountability. By following these standards, programs will ensure that:

- their efforts are clearly focused on their client populations;
- they have a clearly articulated implementation strategy for those programs;
- they have developed attainable and measurable outcomes their clients can achieve;
- they are operating efficiently in providing their services; and
- they can demonstrate clearly their results to the public.

This section provides an overview of the major components programs desiring consideration for funding under Better Jobs should use to develop programmatic outcome measures. A manual providing more detailed instructions for developing programmatic outcome measures is included as an appendix to this report.

It should be noted that some San Antonio programs are currently developing and monitoring outcome measures in the manner described in this section. Some may actually exceed these standards. The only added requirements for those programs will be that their outcomes relate in some way to one of the five Better Jobs success benchmarks described earlier and meet the other program standards detailed earlier, all of which are common practices of well-run programs. There are likely many programs in place in San Antonio that can satisfy all of these requirements, and for those programs that do not, this report recommends that training and technical assistance be provided to help these providers meet these new challenges.

Client-Centered Accountability

The programmatic accountability system that should be promoted by the Better Jobs Collaboration involves outcome planning and evaluation focused on the *client*. This focus includes three initial steps:

1. Identifying the target clients of the program and their condition(s) that need improvement;
2. Determining what changes or benefits have to occur in the client's life to improve their condition(s); and
3. Determining what a program can do to help the client make the desired change that will improve their condition(s).

The first two steps require an organization to have a complete understanding of their target client population, the conditions in which they live, and the conditions that affect them in a negative manner, as well as the ability to collect and analyze reliable data on that population. The third step requires being able to articulate clearly the programs designed to achieve desirable outcomes for the client, how those services are to be delivered, and resources (including staffing, funding, services and possible outreach activities) that will be needed to deliver services to the target population.

Program Description

To meet the standards of accountability the Better Jobs initiative will encourage, organizations should develop a detailed program description. The description should include:

1. The program's overall goal and the program's relationship to one or more of the five Better Jobs Community Success Benchmarks. What is the program intended to accomplish for its target population and how does it further achievement of the Community Success Benchmarks?
2. The definition of the client population the program is intended to serve and the conditions in the clients' lives the program intends to remedy.
3. The establishment of the program's desired outcomes for the targeted client population. How will the program benefit or change the clients who participate in the program?
4. A description of the indicators the organization will track to establish a reasonable expectation to the reader that the program will achieve the desired outcomes. What information or data will illustrate that outcomes have been achieved?
5. A description of the logical relationships between the selected outcomes and the program's goal as well as at least one of the Community Success Benchmarks established by the Better Jobs initiative.
6. A detailed description of the implementation strategy the program will use to improve the clients' conditions and help the clients achieve the desired outcomes. The implementation strategy must include a description of the specific services provided, required staffing and other necessary resources, and outreach efforts necessary to connect the targeted client population with the services.
7. A description of the efficiency measures that will be used to ensure that program services are being delivered as efficiently as possible and program productivity continues to improve.
8. A description of the information system used to collect data to determine how effectively the program is working, to what extent outcomes are being met, and whether improvements are needed.

9. Produce an annual, "user–friendly" report on the program's progress in achieving the established outcomes for the program's clients.

By following these steps, organizations will be able to deliver services that achieve demonstrable, effective results.

OBSERVATIONS AND CONCLUSIONS

The accountability system described in this chapter will help the public determine if money invested in workforce, economic, and human development programs throughout the community is spent efficiently and accomplishing real, targeted goals. However, there are still some issues that should be considered and addressed in as the accountability system for Better Jobs is put into place.

Training and Technical Assistance

As mentioned previously in the article *Results-Based Accountability Systems: Opportunities and Challenges*, organizations require the capacity to develop outcomes, collect and make use of data if outcome measurement systems are to be successful. Some organizations such as United Way of San Antonio and the City of San Antonio Department of Community Initiatives (DCI) have some experience in developing and using outcomes. However, other organizations will need assistance to develop outcomes and meet the other requirements of the proposed Better Jobs accountability system. Still others will need assistance with developing appropriate information systems to help them collect data necessary to demonstrate progress in achieving outcomes.

There are a variety of training and technical assistance resources that can and should be used to help prepare organizations to develop appropriate and acceptable outcome measurement systems, and Better Jobs should work to coordinate efforts to provide those services to organizations that need them. For example, there are a number of agencies jointly funded by the City of San Antonio and United Way of San Antonio and Bexar County. Since United Way already uses the type of outcome measurement system recommended in this chapter, a significant number of agencies funded by the City of San Antonio are already familiar with this type of outcome measurement system. The partners of the Better Jobs Collaboration should approach United Way to discuss the possibility of getting their assistance in training additional agencies in the logic-based outcome measurement system.

Regardless of how Better Jobs decides to provide training and technical assistance on outcome development and measurement, it will cost money. The city has set aside $25,000 from the Mayor's one-time money to dedicate to a training and technical assistance fund to assist agencies in developing outcome measures, provide training on the agency standards Better Jobs will establish, and training to begin developing a system to collect the data necessary to track outcomes.

Incentives for Developing "Stretch" Outcomes

One of the issues discussed earlier is that the Better Jobs initiative should encourage organizations to develop "stretch" outcomes – the type of outcomes that will challenge organizations to increase their efforts significantly each year to have a positive effect on

more and more clients. To encourage this, coalition members in the Better Jobs initiative should develop financial incentives for organizations that develop and implement programs either to serve more people with effective programs or find more effective programs to positively affect clients' lives.

Incentives to Serve "Hard to Serve" Populations

While outcome measurement systems offer a number of positive benefits to organizations and communities in which they are used, there is one drawback that can develop at times: attempts by organizations to "game" the system. Organizations sometimes select clients that are easiest to serve, easiest to train, and most likely to achieve a program's outcomes. For example, a job training program may select those clients who are the easiest to train and employ. This phenomenon is referred to as "creaming" - taking the best off the top and leaving the rest (i.e., the hardest to serve) for other organizations.

Though some clients might be difficult to serve, Better Jobs should encourage organizations to target hard-to-serve clients for their programs and services, use innovative, even experimental programs to help those clients, and be as creative as possible in finding methods to help clients achieve outcomes. Better Jobs should not punish organizations that take on hard-to-serve clients if their efforts take longer to produce results or perhaps do not work at all. If organizations do not take risks and make efforts to serve clients that are hard to serve, there will be an entire population of people who are left behind even if some people find success through Better Jobs.

As with those organizations that develop "stretch" outcomes, the Better Jobs Collaboration should also encourage organizations to seek out and serve clients who have been hard to serve in the past, and provide them with financial incentives to do it.

CHAPTER 5.0
ORGANIZATIONAL PROPOSAL

5.0: A PROPOSAL TO BEGIN IMPLEMENTING THE SAN ANTONIO BETTER JOBS INITIATIVE

The San Antonio of the future will be home to a well-educated population engaged in higher-level, higher-paying jobs. "Better Jobs" is the road map that will guide us.

Mayor Howard Peak

BACKGROUND

There are four fundamental assumptions that underlie the basic premise of the Better Jobs initiative:

- The San Antonio economy must be based on high wage jobs;
- A focus on "human capital" is required to develop a well-trained workforce for these better jobs;
- Doing this correctly will require a different approach, with collaboration between education, social services, workforce training and businesses; and
- There needs to be a new, higher standard for success, meaning there must be goals established and a measurable system of determining what programs and ideas work and which ones do not.

In the process of developing this report, research was done on similar initiatives around the nation. While there were a number of activities that reflect aspects of the Better Jobs initiative, and many lessons were learned that are reflected in the following pages, no examples were found that specifically link human, economic and workforce development.

Perhaps most importantly, this linkage is sought for the sake of improved economic opportunity and higher wages – first and foremost. The Better Jobs vision recognizes as its top priority the need for a more skilled workforce available in order to attract, retain and grow area businesses. Understanding and meeting the needs of business in order to put more people into better paying jobs is fundamental to the success of Better Jobs.

However, the uniqueness of the Better Jobs approach is the commitment to achieve that goal through strengthening the entire continuum of services needed for better workers, from cradle to grave.

This new approach requires a commitment to build the capacity and effectiveness of early childhood development, day care activities and kindergarten performance, as well as reducing the school drop out rate and placing more people into post-secondary education and training opportunities.

And it doesn't stop there. Employers must be confident that they have access to a plentiful pool of workers with strong life skills and work habits, such as consistent punctuality, appropriate business environment habits, diversity sensitivity and

compatibility with a variety of co-workers. Literacy rates in the community must be improved, and access to as well as the level of skill to use technology must be increased. Specific occupational and work place skills are needed in order to fill actual and available jobs needed by the employer community. And last but not least, government must push for, and businesses must be committed to, paying the better wages needed to attract and retain higher skilled employees.

This is an aggressive and admirable agenda. The difficulty comes in making it a reality. One organization alone cannot accomplish it all. The passage of a single law or city ordinance will not force it to happen. The challenge is to create a community mandate, commitment and systematic approach that facilitates coordination, collaboration and accountability without stifling creativity, building a bureaucracy, or forgetting to focus on employer needs.

FUNDING FOR ECONOMIC, WORKFORCE AND HUMAN DEVELOPMENT

The City of San Antonio spent nearly $84 million in fiscal year 2000 on efforts that support the Better Jobs initiative, and will spend nearly $90 million in 2001, which includes more then $30 million in child care funding received from Alamo Workforce Development (AWD). In addition, AWD spent more then $50 million last year on workforce training programs under its purview. The United Way of San Antonio and Bexar County will spend approximately $23 million this fiscal year on 120 programs at 80 different agencies for a variety of social service and human development programs, many of which could be considered supportive of the Better Jobs agenda.

In addition, of course, are the dollars spent on education and other specific workforce development efforts by the local school districts, higher education institutions, faith-based organizations and other independent groups. While not every dollar spent by these institutions is formally linked to the Better Jobs initiative, together they represent the community's current investment in human capital.

New Legislation

Recently passed legislation provides an important potential source of new funding for future initiatives, if San Antonio voters agree to raise the local sales tax rate. SB 607, passed during the 2001 legislative session, allows San Antonio voters to create a municipal development corporation to operate, or contract to operate, job training, early childhood development, education and other programs that will help build a more skilled workforce. The funds to do this will come if the city's voters approve a sales and use tax increase of up to one-half of 1 percent that could be imposed for no more than 20 years.

SB 607 is very specific about the operations of such an organization in San Antonio. The legislation requires that a board will govern it with an odd number of directors not to exceed eleven members, appointed by the city council to serve staggered two-year terms. Board members may not be a City of San Antonio employee, a member of the city council, or have an interest in any contract executed by the corporation. The budget for the organization is to be prepared by the board, although the San Antonio City Council will have final approval of the budget, and can amend the budget throughout the year with a two-thirds majority vote.

SB 607 includes a number of financial accountability measures. The board of directors of the corporation must annually submit to the Texas Comptroller a brief financial summary of the organization's activities, such as expenditures, a listing of capital assets, the total revenue collected and the corporation's primary objectives. The Comptroller is required to submit a report to the Legislature every even-numbered year reporting on the use of any sales and use tax imposed under this law. In addition, the City of San Antonio is required to conduct a performance review and assessment of the municipal development corporation every five years, and determine whether the corporation is meeting its required objectives.

This report's vision for the next phase of the Better Jobs initiative is not based solely on voter approval of a San Antonio municipal development corporation or an increased sales and use tax rate. The need for new collaborations, accountability, capacity and focus exists regardless of whether new revenue is brought to the table. In fact, one could argue that better coordination, efficiency and effectiveness are even more important if no new revenue becomes available.

Of course, as a potential source of new funds (if voter acceptance and trust is earned) this new organization should be able to attract and keep vital players at the table, perhaps for reasons above and beyond community altruism. However, while dollars may help the organization bring players to the table, the better strategy will be to take advantage of the community's support for the Better Jobs vision. The critical challenge will be to create a collaboration based on support for this vision, including a new emphasis on accountability, and not solely on the enticement of new dollars to be disbursed.

In addition, the proposed organization and strategy below is designed to be "scaleable" in order to accept the added responsibility of new revenues, should they materialize, in a way that would ensure the trust and confidence of the taxpayers of San Antonio.

CRITICAL ELEMENTS FOR A SUCCESSFUL ORGANIZATION

As illustrated by the labor market analysis earlier in this report, San Antonio wages overall are 14 percent below the national average, and continue to fall behind state and national averages. While many factors contribute to this trend, including the relatively low cost of living in San Antonio, a review of the area labor market shows a heavy concentration in lower wage positions. This concentration is in part due to an excess of available low-skilled labor, which tends to depress already low wages.

By contrast, a comparison of wages by occupation shows that San Antonio's relative wage rates in white collar occupations, including sales, is much closer to the national average then in the blue collar occupations. This discrepancy points to a priority need for the community to focus on skills development in the lower and middle tiers of the wages scale.

While developing this report, a variety of stakeholders were interviewed and asked to participate in discussion groups and planning sessions. Many of these people had been involved in the earliest discussions about the Better Jobs concept, often having served on early task forces. Others were relatively new to the idea, or had only vague ideas of its purpose and origination. Nevertheless, as detailed in the stakeholder input chapter of

this report, three key requirements for the implementation of the Better Jobs initiative were stressed again and again by nearly all groups of stakeholders. These critical elements are:

The Better Jobs initiative must be about a new way of doing business, and must be dedicated to fundamentally changing the quality of life for the citizens of the San Antonio community. This concept of an organization aggressively promoting a unique "vision" of community collaboration and investment in human capital was strongly supported by many stakeholders, and particularly by those who had been involved with the initiative since its inception.

The organization empowered to implement the Better Jobs initiative must take responsibility for finding or creating new and unique partnerships that further the premise of the Better Jobs initiative. Members of the original task forces often recalled that recognizing potential new partnership opportunities was the most important and exciting aspect of participating in the earliest discussions about Better Jobs. For the first time individuals from a variety of constituencies throughout San Antonio came together and began to understand the needs, challenges and potential of other groups they had never before considered. School district leaders and training program managers heard about the frustrations of the business community over difficulties in finding well-prepared employees. Employers heard about existing programs at educational institutions that could meet their needs. Public schools discussed the potential of working together with childcare providers.

Many stakeholders wanted that process of collaboration, interaction and consensus building to be institutionalized as a part of the Better Jobs initiative.

The Better Jobs initiative must adhere to a system of credible accountability for the expenditure of workforce, human and economic development funds. The need for better accountability of the spending of current revenue was expressed consistently by a wide variety of constituencies. Public input taken in the process of developing this report emphasized a concern, especially by those in the business community, that there is little or no accountability for the current spending of dollars aimed at improving the skills level of San Antonio's workforce.

Developing a new level of trust and credibility must be a priority for this initiative. To do that, it must adhere to strict standards, remain clearly independent of bureaucratic entanglements and be headed by board members with established reputations and recognized stature in the community.

These three important foundations – vision, partnership and accountability – form the basis of the organizational proposal described below.

AN ORGANIZATIONAL PROPOSAL

If the Better Jobs initiative is ever to become more then an intriguing concept, there will have to be an entity assigned with its successful implementation. Based on the requirements of SB 607, community input received during the development of this report, best practices research and consideration of the City of San Antonio's current organization, this report recommends that a non-profit organization which reflects the

intent of SB 607 and reports to the City Manager's office be empowered to carry out the goals of the Better Jobs initiative.

This *Better Jobs Collaborative* (BJC) will be directly accountable to the San Antonio City Council through an appointed board with diverse membership but with an emphasis on employers, and will be led by an executive director who is an Assistant to the City Manager. The organization will be specifically directed to communicate and collaborate with all of the community's program funding entities and other major players in economic, workforce and human development. The organization will use the Board of Governor's of the newly formed San Antonio Inc. initiative, which is being run by the city's Department of Economic Development, as a coordination vehicle, using that forum to build partnerships and collaboration and give strategic direction on economic development initiatives.

The San Antonio City Council should immediately take steps to form a municipal development corporation and appoint a board to oversee it as envisioned in SB 607. Well before any vote to raise the sales tax, the organization should assume the responsibility of becoming a collaborative effort focused on accountability, capacity building and goal setting with support from all major human, workforce and economic development program funders in the San Antonio community.

Coordination and community-wide commitment will be achieved through the development of a community cooperative agreement memorandum signed by all major program funders. This memorandum of understanding to the community will commit these partners to a focus on activities that will help the community achieve agreed to Community Success Benchmarks. All program funders in the community will be asked to require their providers to adhere to a system of high standards for programmatic performance measurement, as defined later in this report, as well as participation in the development of, and continued focus on, Community Success Benchmarks. These two specific commitments will align these organizations with the goals and vision of the Better Jobs initiative.

This collaboration should include, but not necessarily be limited to:

- The City of San Antonio;
- Alamo Workforce Development Board;
- All area colleges and universities;
- Local school districts;
- Bexar County;
- All San Antonio area Chambers of Commerce;
- The United Way of San Antonio and Bexar County;
- The Alamo Area Council of Governments;
- The Economic Development Foundation; and
- Other program funding sources.

The BJC should seek to gain the confidence of San Antonio taxpayers that their economic, workforce and human development dollars are being spent wisely, efficiently and with a focus on specific results. When and if San Antonio voters decide to raise additional revenues through an increase in the sales tax rate, this organization should challenge itself from day one to ensure it has the full support of the community to make decisions on the appropriate use of those funds.

ROLES AND RESPONSIBILITIES

The Better Jobs Collaborative will accomplish its fundamental responsibilities with the following functions:

The BJC will define immediately Community Success Benchmarks through a collaborative community process. While this report suggests initial benchmarks, a process should begin immediately to again bring together the diverse constituencies that have worked on defining the Better Jobs vision since the initial 1998 task forces to finalize an appropriate set of benchmarks. These Community Success Benchmarks, which should be reviewed every two years for updating as appropriate, will be *specific* and *measurable* goals to guide the community towards the development of a more skilled workforce. In five years, at the time of the legislatively required performance review, an inclusive community process should again be used to assess the community's progress at meeting the benchmarks and determine the success or failure of the Better Jobs Collaborative up to that point.

A "Gold Standard" for program performance measurement will be developed by the BJC as part of a community-wide commitment to greater accountability. All organizations which are committed to the Better Jobs vision and fund workforce, economic or human development services will be asked to voluntarily agree that every provider coming forward to request funding will be supported only upon evidence that the Better Jobs standards for accountability are being met. These performance metrics will include but not be limited to client outcome results, alignment with Community Success Benchmarks, financial efficiency and user-friendly annual public reporting. An initial outline of these standards and process is defined in detail in another chapter of this report.

To ensure credibility in the community, the Better Jobs accountability commitment must be supported with compliance assurances. This will be accomplished by randomly selecting programs funded by BJC partners during annual quality assurance reviews. Members of the business community will conduct the reviews, with the help of Better Jobs Quality Assurance staff. Not only will this be an economical way to ensure accountability, it will also be a measurement of critical business support that is needed if the Better Jobs initiative is ever to become fully realized.

The process suggested here should reflect the current procedure used by the United Way of San Antonio and Bexar County. In fact, the Better Jobs quality assurance reviews should be closely coordinated with the local United Way in order to avoid any duplication of reviews and to learn from that organization's experiences in order to maximize the effectiveness of the Better Jobs process in the first year.

Building capacity with willing and able providers to meet the new accountability standards must be a commitment of the Collaboration. A lesson learned by many organizations using performance based funding, especially in the non-profit world, is that a simple plea for higher standards doesn't make it happen. In fact, unrealistic expectations can lead to frustration and the destruction of programs that may be performing well but are not able to provide the data necessary to measure outcome performance accurately.

To improve the quality of services offered through better performance measurement, the BJC will provide training, technical assistance and technology consulting to ensure that every willing and able organization is able to meet the demanding standards of the BJC. The Quality Assurance staff will provide technical assistance and training programs to assist providers and seek to partner with existing organizations, such as the United Way of San Antonio and Bexar County and the Nonprofit Resource Center of Texas to provide such services. Minimal fees to cover the costs of such training should be imposed.

In addition to direct training, the BJC should seek to partner with at least one area college or university to create course offerings in human capital development, leadership identification and non-profit management skills.

Better Jobs should push the community to higher standards with continuous improvement and best practices research. The research conducted for this report illustrates that valuable lessons are constantly being learned throughout the nation regarding the best ways to coordinate, measure success, engage the public, focus and fund a variety of different initiatives aimed at developing human capital. The BJC should work in coordination with community and state resources to collect data and measure progress on meeting the Community Success Benchmarks.

If the BJC begins to receive dedicated sales tax revenue it should not directly deliver services but seek to partner with effective programs with a record of performance and commitment to the Community Success Benchmarks. The Better Jobs Collaborative should maintain its focus on high standards, accountability and community goals. Using strict purchasing requirements equal to or more stringent then the city's own, the Collaborative should use an RFP process to select vendors for specific program activities determined by the board to most effectively and efficiently help the community meet the Community Success Benchmarks. Vendors selected must also meet or exceed the Better Jobs' performance measurement system standards.

The Executive Director of Better Jobs must have a passion about accomplishing the overriding goal of creating a better San Antonio through an improved work force. Just as important, the director must be able to articulate that vision with specific details and enthusiasm about the potential outcomes. The ability to successfully market the vision and recruit partners into the collaboration is a critical skill needed in the executive director.

All sectors of the community – business, political, education, neighborhoods, the media – must be engaged to demand results, invest time and resources and access services. The director, employees of the BJC, senior city staff and the city's political leaders must be engaged in a constant effort at the grassroots level to inform

and market both the citizens of San Antonio and any potential new citizens about the value of committing to the Better Jobs vision. The business community must get involved, specifically through board involvement and by participating and assisting with annual quality assurance reviews of selected programs.

STRUCTURE, STAFFING AND BUDGET

The BJC will be staffed by city employees and headed by an assistant to the City Manager reporting directly to the City Manager's office. The reporting relationship and organizational placement of the Better Jobs Collaborative was debated by the consulting team, city staff and various stakeholders. Options discussed varied from the creation of a non-profit entity totally separate from city government to creating of a new city department.

Those in favor of separating the BJC from the city reflected public input that if the Better Jobs initiative became a permanent part of the city bureaucracy it may not be able to act independently and quickly enough to achieve the aggressive goals envisioned by many stakeholders. However, others felt that to sustain the operation and ensure adequate support it needed to reside within city government.

Ultimately, this report's recommendation to create a non-profit entity with city employees reporting to the City Manager's office was based on the realities of the legislation. SB 607 clearly mandates that the staff of a municipal development corporation must be city employees. While the notion of having the staff not begin as city employees and then switch if voters approve an increase in the sales tax rate was discussed, this potential transition seemed unnecessarily disruptive.

Since a relationship with the Board of Governors of the newly formed San Antonio Inc. should be a priority, there was consideration of placing the Better Jobs Collaborative within the Department of Economic Development, which is overseeing San Antonio Inc. This suggestion ultimately was also dismissed for several reasons.

The high priority assigned to the successful implementation of the Better Jobs initiative naturally lends itself to placing it as high up in the organization as reasonably acceptable. Reporting to the City Manager's office accomplishes this priority placement in the organization.

The Better Jobs municipal development corporation should be allowed to incubate and develop collaborative community relationships under the auspices of the City Manager's office. To serve as a coordinator to build a coalition of program funders, including many non-city entities, the authority, visibility and credibility of the City Manager's office will be critical.

And finally, a highly visible placement within city government also positions the initiative in a way that helps the public become more aware of the efforts at improved accountability, employer focus and more efficient use of resources.

Governance

An eleven-member board appointed by the City Council, with one person from each city council district, will serve staggered two-year terms and govern the organization. In the event that voters approve an increase in the local sales tax to fund Better Jobs initiatives, the board will develop a budget that will be approved by the City Council. Upon appointment of the initial eleven members, a drawing will be held to determine which five will serve three years for an initial term in order to achieve a staggered appointment schedule. Other than those five initial members of the board, all board members will serve two-year terms.

SB 607 prohibits city employees, city council members and anyone who has an interest in a contract to be executed by the municipal development corporation from serving on the board.

In order to ensure representation of critical constituencies necessary for the success of the initiative, there should be designated positions on the board. To ensure the Collaborative retains its focus on the employer community, at least six of the eleven members should be employers, with at least two of those members representing businesses with less then one hundred employees. These employer members should be actual business owners or persons directly involved in hiring and daily business decisions and not solely representatives of trade groups or associations. Those groups are well represented by the San Antonio Inc. organization.

At least three board members should represent the education community, defined as persons providing direct teaching services or curriculum development at the early childhood, primary, secondary or higher education levels.

Two members of the board should represent the general community.

Accountability and Independence

With its focus on improved accountability throughout the community, the BJC must itself be held accountable. This will be achieved in a number of ways.

SB 607 creates three important steps for monitoring performance of the municipal development corporation. The State Comptroller must annually submit to the legislature a report on the use of any sales and use taxes by the BJC for the sake of job training, early childhood development, after-school programs, funding of postsecondary institutions, literacy training or other activities aimed at improving the skills of the workforce. The board itself must submit to the comptroller annually a detailed, one-page summary of the BJC's financial activities.

The law also requires that the city conduct a performance review and assessment of the municipal development corporation every five years, and issue a finding of whether or not the corporation is satisfying the objectives of the legislation. Beyond this legislatively required review and assessment, this activity should be treated as a "sunset review" process, with the BJC expected to justify to the city, its collaboration partners and the community as a whole the need for its continued operation based on its activities and successes up to that time.

In addition to the legislatively required financial report described above, the board of the BJC should annually report to the city council and the city manager on the success of the BJC on meeting the goals of its critical elements for success. The board should also evaluate the performance of the Assistant to the City Manager who is serving as the executive director of the BJC, based on goals and quantifiable performance measurements developed jointly by the board and director at the beginning of that year.

In addition, whenever making recommendations to the City Council regarding funding or other critical findings, both board and city staff recommendations should be presented side by side, similar to the process used by the city's zoning commission. This requirement will help ensure that both board and staff sentiments are accurately and objectively reflected and publicly acknowledged, whether they are in agreement or not.

Budget and Staffing

The BJC should never be allowed to become a non-responsive, red tape laden bureaucracy. One way to avoid that is to structure it in a way to limit staffing by keeping responsibilities focused only on core activities.

The initial staffing for the BJC should be limited to an Assistant to the City Manager who serves as the Executive Director and three Quality Assurance staff persons. Currently, the city staffs its Better Jobs activities with an Assistant to the City Manager and one management analyst. Those two positions should be moved to work under the municipal development corporation board, along with two additional senior management analysts for a total staff of four. The costs for the additional staff would be $100,763 for the first 12 months. Operational costs for the first year would be $137,442.

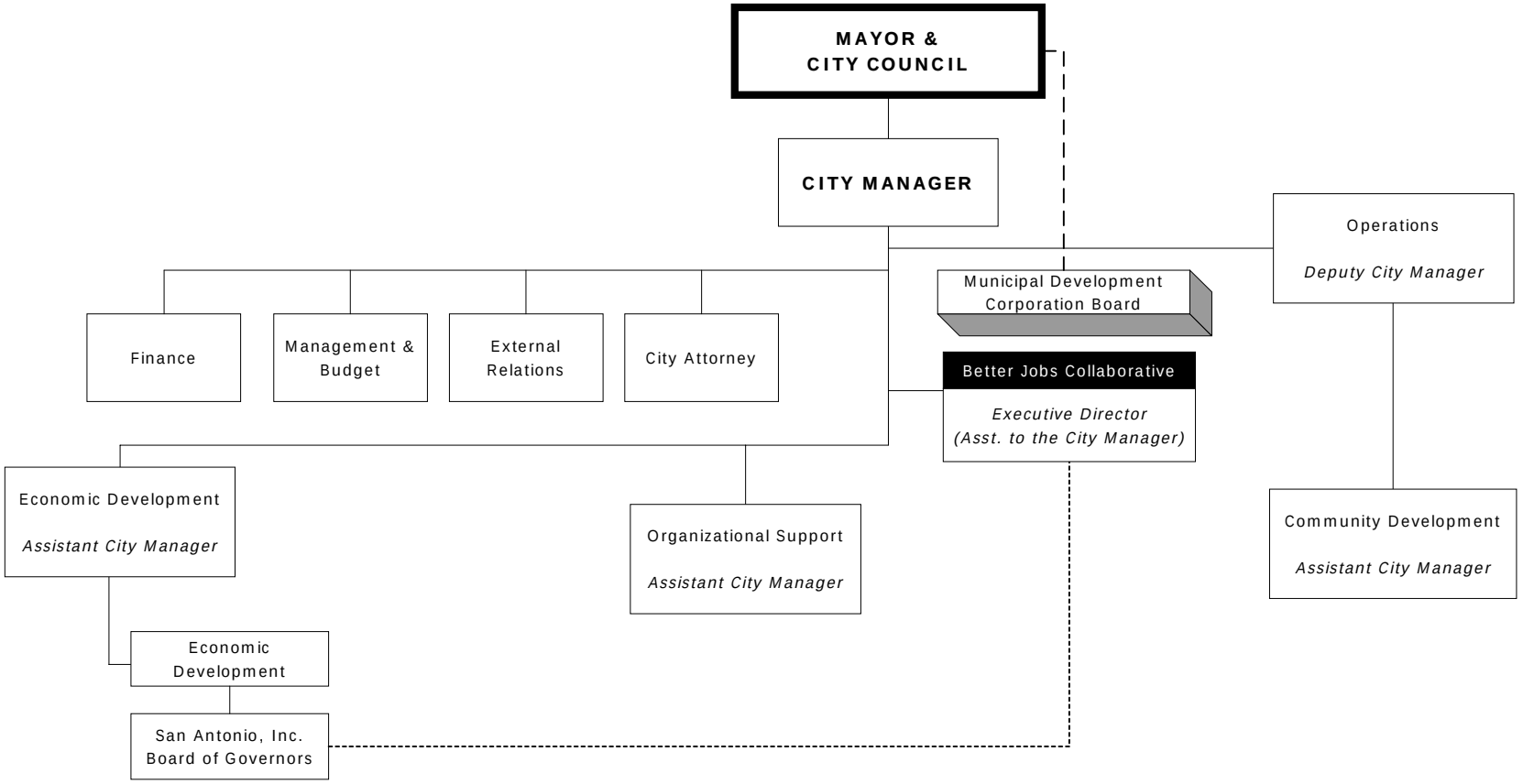
Additional staffing and associated costs would be considered if voters agree to increase the local sales and use tax, possibly requiring additional staff.

While the City of San Antonio should be expected to cover the costs of its own employees working for the BJC, other partners in the collaborative should be encouraged and asked to provide financial assistance. These contributions could be in the form of office space, administrative and logistics support, office supplies, computer equipment, and furniture or direct cash funding.

Organizational Placement

The proposed organizational chart on the following page shows the placement of the BJC within the city's current structure, highlighting its accountability through its board to the City Council and its proposed relationship with the San Antonio Inc. Board of Governors.

CITY OF SAN ANTONIO
ORGANIZATIONAL CHART



CHAPTER 6.0
ORGANIZATIONAL ASSESSMENT

6.0: ORGANIZATIONAL ASSESSMENT

When this review of the Better Jobs initiative was begun, it was determined that the consultant team would perform high level organizational assessments of a number of city departments and key programs that are major components of the initiative. The departments and programs selected for review by the City of San Antonio were those that have purview over existing city programs in:

- Economic development,
- Workforce development, and
- Human development.

The individual departments and programs studied by the consulting team included:

- Department of Economic Development;
- Alamo Workforce Development;
- Department of Community Initiatives;
  - Kindergarten Readiness Initiative,
  - Children's Resources Division,
  - San Antonio Education Partnership,
  - Literacy Services Division,
  - Youth Opportunity Project, and
  - Advocates Striving to Create Edgewood Neighborhood Development (ASCEND); and
- Department of Parks and Recreation;
  - After School Challenge Program.

The consulting team reviewed the relevant elements of these entities as they relate to the Better Jobs initiative. The elements analyzed included:

- Structure and staffing,
- Operations,
- Funding,
- Performance,
- Service delivery, and
- Coordination with other entities.

Based on a high-level analysis of these elements, the consulting team prepared findings and recommendations to improve the operations of the individual departments and programs reviewed. These recommendations are consistent with and supportive of the Better Jobs initiative and its vision of enhanced human and economic development in San Antonio.

DEPARTMENT OF ECONOMIC DEVELOPMENT

The San Antonio Department of Economic Development oversees a diverse range of programs. As directed by the city, MGT focused on programs with a direct relationship to the Better Jobs initiative, such as industrial development and small business assistance. Downtown revitalization, for example, falls outside the scope of this review because the initiative is only loosely related to the Better Jobs mission.

BACKGROUND

The section below provides an overview of the department, including its organizational structure, funding, and programs. MGT gathered information about the department during initial and follow-up interviews with the department's management team, and by reviewing budget, marketing, and other materials. The department's performance measurement system, which is currently being overhauled, is discussed elsewhere in this report.

The department is responsible for the administration and oversight of business location incentives, strategic planning, small business assistance programs, downtown and commercial revitalization and other targeted initiatives (e.g., military, technology).

The mission of the department is to:

Lead local economic development activities through strategic planning, policymaking, and synergistic partnerships with community organizations.

The department was first established in 1977 to administer the city's Employment and Training Grant Programs and the Economic Development Program.

Organizational Structure

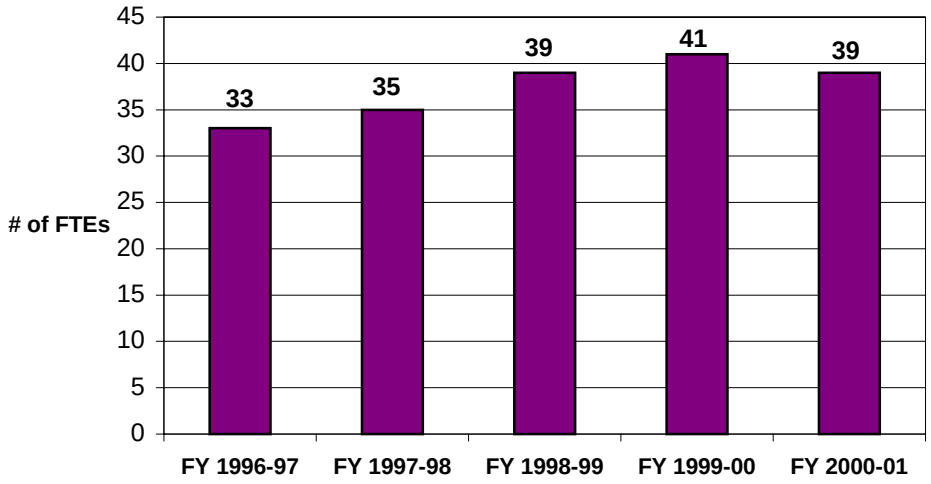
The department is currently staffed with 39 positions and is organized into four major divisions:

- Office of the Director,
- Industry Development,
- Small Business Development, and
- Operations.

The Director of Economic Development reports directly to an Assistant City Manager.

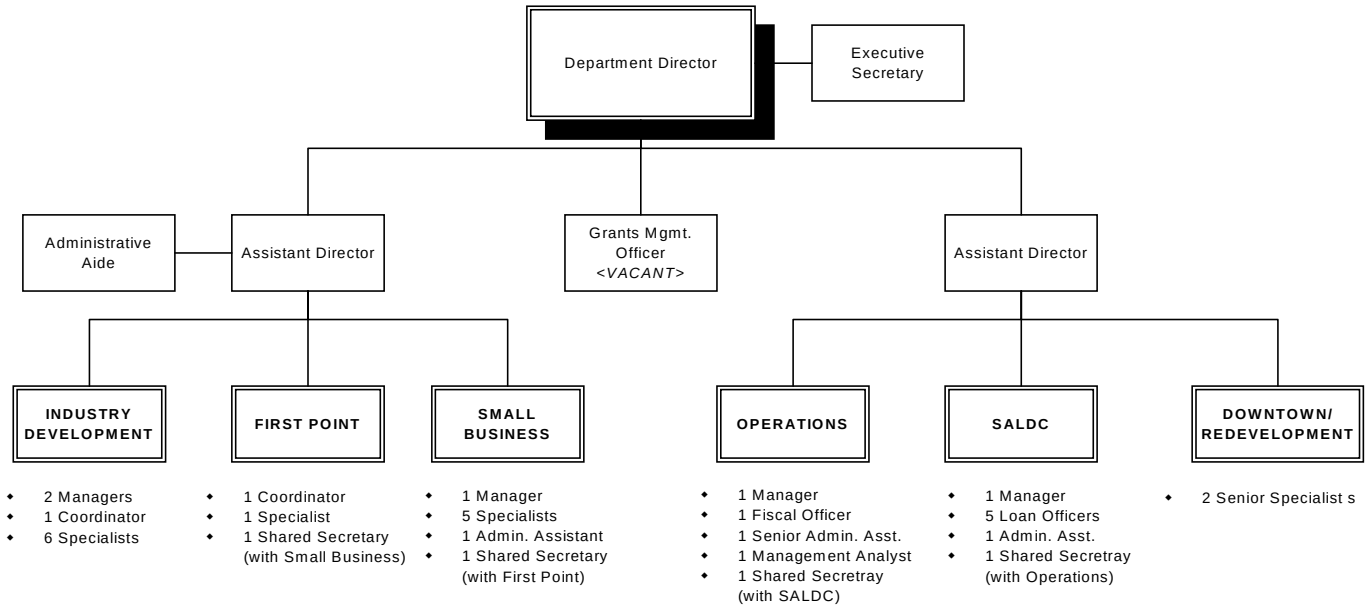
Over the past five years, the department has retained a relatively stable organizational structure. Exhibit 6-1 highlights staffing levels at the department during the past five years. Exhibit 6-2 shows the department's current organizational structure and staffing levels.

EXHIBIT 6-1
CITY OF SAN ANTONIO
DEPARTMENT OF ECONOMIC DEVELOPMENT
FULL-TIME EQUIVALENT (FTE) POSITIONS FY 1996-1997 THROUGH FY 2000-2001



Source: San Antonio Department of Economic Development.

EXHIBIT 6-2
CITY OF SAN ANTONIO
DEPARTMENT OF ECONOMIC DEVELOPMENT
ORGANIZATIONAL STRUCTURE

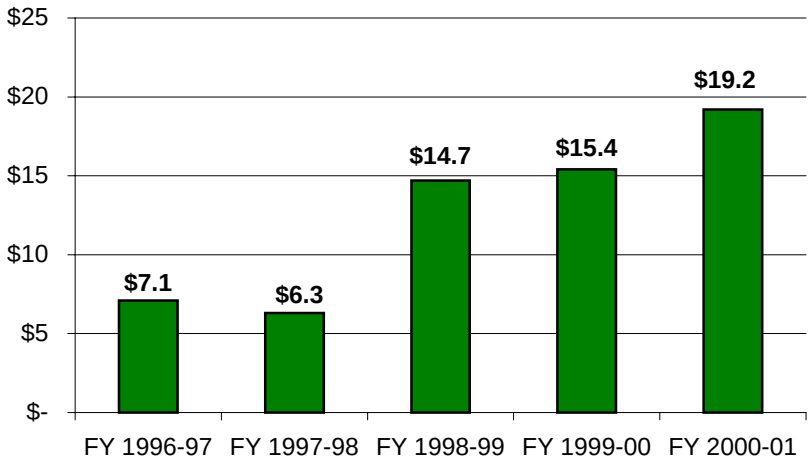


Source: San Antonio Department of Economic Development.

Budget and Funding Sources

The department's total budget in FY 2000-2001 was approximately $19.2 million, up from $15.4 million in FY 1999-00. This increase in funding is related to the receipt of state and federal funds for redevelopment initiatives at Kelly Air Force Base.

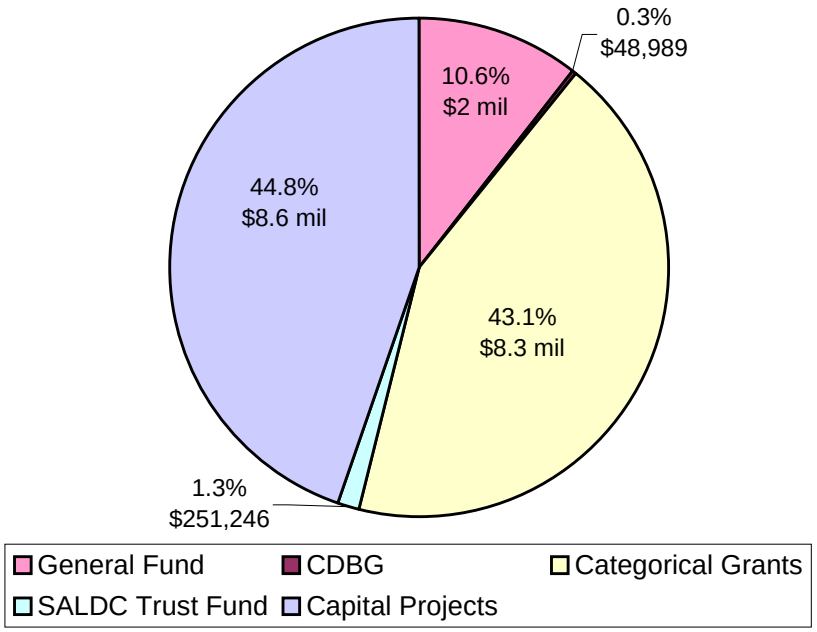
EXHIBIT 6-3
CITY OF SAN ANTONIO
DEPARTMENT OF ECONOMIC DEVELOPMENT
ADOPTED BUDGET FY 1996-1997 THROUGH FY 2000-2001



Source: San Antonio Department of Economic Development.

The department is funded by multiple sources, including capital project funds, categorical grants, and the City General Fund. Exhibit 6-4 below illustrates the multiple funding sources for the department.

EXHIBIT 6-4
CITY OF SAN ANTONIO
DEPARMENT OF ECONOMIC DEVELOPMENT
BUDGET AND SOURCE OF FUNDS, FY 2000-01



Source: San Antonio Department of Economic Development.

Existing and Potential Coordination with Local Agencies and Stakeholders

Economic development is a broad, multi-disciplinary function. As such, the department has cultivated close relationships with many of the key economic development players in San Antonio, both inside and outside City Hall. This is critical since San Antonio is home to a large number of economic development organizations, including more than ten chambers of commerce, representing different parts of town and racial, ethnic, and gender groups.

Private/Non-Profit Sector

The department enjoys a close working relationship with the San Antonio Economic Development Foundation (EDF). The EDF actively recruits businesses to San Antonio, and "hands off" prospects to the city to negotiate location incentive packages. This division of labor appears to make sense because EDF is privately funded, and is better positioned to entertain business prospects and travel to events that may stretch city budgets or otherwise be difficult to accomplish within legitimate government spending policies.

The Greater San Antonio Chamber ("Greater Chamber") is another organization that partners with the department. However, according to department staff, interaction and collaboration between the Greater Chamber and the department is generally limited. The Greater Chamber plays a significant role in state and federal legislative matters and frequently rallies behind certain public policy issues and community projects.

The department has worked aggressively with the military community to privatize and redevelop critical bases, and has incubated a number of military-related efforts such as the Greater Kelly Development Authority and City Base at Brooks AFB.

The department also has coordinated with key stakeholders to develop the San Antonio Technology Accelerator Initiative (the SATAI network). The SATAI network is a newly created non-profit organization that is charged with implementing an action plan to nurture and stimulate the city's technology sector. The department spearheaded this effort and went to the City Council in April 2001 for final approval of a three-year funding contract.

Public Sector

A diverse group of public entities have a hand in San Antonio's economic development efforts. Examples of coordination and partnership between the department and other public sector partners are listed below:

- The department participated in the development of the 2000 Aviation Strategic Plan with the San Antonio Aviation Department;
- The department works with the San Antonio Department of International Affairs to promote the city's ten foreign trade zones;
- The department's small business assistance programs regularly refer clients to the Small Business Development Center at the University of Texas at San Antonio for extensive counseling;
- The department manages and staffs the Business Assistance Focus Center, which was established in 1994. The center is a network of eight public sector organizations; and
- The Business Assistance Focus Center will be co-located with the Development Services One-Stop in May 2002 to provide one-stop assistance for prospective, new, and existing businesses.

The department has limited interaction with Alamo Workforce Development (AWD). This issue is described in more detail in the organizational assessment of AWD.

INDUSTRY DEVELOPMENT DIVISION

BACKGROUND

The Industry Development Division is composed of nine full-time positions. Industry Development staff reports directly to one of the department's two Assistant Directors. The major functional areas under the Industrial Development Division, include:

- Business Recruitment, Expansion, and Retention,
- Location and expansion incentives,
- Strategic Planning, and
- Special Initiatives.

Business Recruitment, Expansion, and Retention

The Industry Development Division works closely with the San Antonio Economic Development Foundation (EDF) to recruit new businesses to San Antonio. The EDF serves as the primary marketing and recruitment arm for San Antonio and "hands off" prospects to the department once the company is seriously considering a relocation or expansion to San Antonio. The EDF was established in 1974 and has a $1.3 million budget, approximately half of which comes from City Public Service, San Antonio's electric utility. The EDF currently has a staff of eight, which includes 3 professional economic developers, 1 research/special project person, and 3 support staff.

In recent years, the department has focused its recruitment efforts on "driver industries." The department defines "driver industries" as "industry clusters that exist in the local economy that present both strengths and opportunities for building and/or strengthening San Antonio's competitive advantage in the region."

According to the department, "driver industries" currently include:

- Aviation/Aerospace,
- Biotechnology/Biosciences,
- Hospitality,
- Information technology,
- Telecommunications, and
- Transportation and logistics.

These driver industries were selected following numerous business community work sessions that took place over the course of 18-months as part of a larger strategic planning effort.

FINDING

San Antonio does not currently administer a Business Retention and Expansion Program (BR&E). A BR&E program is a locally designed outreach effort to retain and encourage expansion of existing businesses. Programs can be as modest or ambitious as the community can afford.

Today, the department works with companies that are considering expanding or closing down—but only in a reactive mode. The EDF only works with existing employers when they are considering moving out of the San Antonio area. The Greater San Antonio Chamber established a Business Expansion and Retention Program several years ago after a study found that San Antonio was losing more businesses than it was attracting. However, the program was eventually dismantled due to poor participation and response.

RECOMMENDATION

Recommendation 1:

Develop and pilot a Business Retention and Expansion Program.

Economic developers widely recognize that Business Retention and Expansion Programs are challenging to implement. The failure of an earlier effort, however, should not deter the department from trying again. Instead, the department should define a manageable program scope. For example, limited resources may lead the department to initially focus exclusively on driver industries because of limited resources. Developing a successful Business Retention and Expansion Program could be the first project undertaken by San Antonio, Inc.

Initial efforts should include:

- Developing a database of existing businesses cross-referenced by industry type, business size, and length of time in San Antonio;
- Recruiting volunteers to spearhead a Business Visitation Program (through San Antonio, Inc.); and
- Holding business focus groups for each driver industry.

One of these focus groups should focus exclusively on workforce needs and could be held in conjunction with the Texas Workforce Advocates (more information on this organization is included in the Alamo Workforce Development organizational assessment section of this report).

Location and Expansion Incentives

The department is charged with administering and promoting city and state incentive programs.

Tax Abatements

In FY 1999-2000, four tax abatement agreements were executed for a total of 3,000 jobs and almost $300 million in private sector investment.

To qualify for a tax phase-in, a company must invest at least $1 million and create at least 26 jobs (the tax abatement contract specifies when the investment and jobs must be created). In addition, tax phase-in recipients are required to meet specific wage standards after a one-year "ramp up" period.[1] Under the current policy, 70 percent of jobs created must pay at least $10.14 per hour for durable goods manufacturing and $9.43 hourly for all other industry categories.

[1] Companies are granted a one-year period, known as a "skills development period" to "ramp up" to the required wage standard. During that period, companies must pay 80 percent of the applicable wage standard to at least 70 percent of all employees.

The maximum tax phase-in (100 percent of property taxes owed for ten years) is currently made available to the following industries:

- Aviation,
- Communications,
- Corporate-Level Headquarters/Offices,
- Information/Business Services,
- Manufacturing,
- Research and Development,
- Warehousing/Distribution, and
- Defense-related operations.

Companies are also eligible for an additional 25 percent tax phase-in if at least one quarter of the new jobs created is filled with economically disadvantaged individuals. The city defines an economically disadvantaged individual as someone "who was unemployed for at least three months prior to obtaining employment with the tax phase-in project; or receives public assistance benefits; or someone whose total family income meets very low, low, or moderate-income limits."

FINDING

The City of San Antonio tax phase-in policy is aligned with the city's economic development goals and the Better Jobs vision.

COMMENDATION

The City of San Antonio should be commended for its progressive tax phase-in policy. The tax phase-in policy meets the Better Jobs vision by requiring companies that receive the tax benefit to pay employees a higher wage. In addition, the policy encourages the hiring of economically disadvantaged San Antonio residents.

RECOMMENDATION

Recommendation 2:

Provide higher tax abatement benefits to companies that invest in skill upgrading.

San Antonio's tax abatement policy should serve as a vehicle for improving the quality of the local workforce. The department should establish a minimum skills-investment threshold (e.g., a percentage of total payroll reinvested in training for existing employees each year), and reward companies that meet that threshold by providing higher level of tax abatement benefits. This emphasis on skills-upgrading will provide employers with an added incentive to invest in their workforce.

Customized Job Training Incentives

Currently, the department provides information to new and existing businesses about available job training incentives such as the state's Smart Jobs and Skills Development programs. According to department management, it plans to take a more active role in workforce development and offer customized job training incentives for driver industries at Alamo Community College District (ACCD) in the near future.

According to the department, the city has $3 million for construction of a high technology center and approximately $425,000 to be used for customized training, training for city employees, and other economic development activities like the Aerospace Academy. These funds result from a legal settlement between the City of San Antonio and ACCD related to a 1987 lawsuit that required ACCD to pay the portion of their electric and natural gas service bills destined to be paid to the City (a 14 percent charge).

Other Incentives

Other incentives available in San Antonio include industrial districts, industrial revenue bonds, Freeport exemptions, and state tax incentives for companies that locate in one of the city's Enterprise Zones or Defense Economic Readjustment Zones. Although the department does not administer all of these programs, Industry Development staff markets the non-departmental programs and to the extent possible, facilitates business access.

Strategic Planning

The Industry Development Division is also responsible for economic development strategic planning. The department recently released a draft of "A Strategic Plan for Enhanced Economic Development." The plan was developed over a period of several years, and is the product of numerous work sessions and meetings with stakeholders such as business leaders, community organizations, educators, and workforce training experts.

The draft plan highlights four basic goals, including:

- *Generating more and better jobs for all;*
- *Promoting a robust job creation environment;*
- *Coordinating economic development efforts; and*
- *Encouraging economic equity and diversity.*

The plan describes Better Jobs as "one of the highest priorities for the City of San Antonio" and recommends "continue funding and implementation of the Better Jobs Initiatives to expand driver industries' workforce and improve educational infrastructure."

FINDING

The department's strategic plan proposes the creation of a new public-private partnership designed to replace the San Antonio Coordinating Council for Economic Development—*San Antonio, Inc*. The San Antonio Coordinating Council for Economic Development (SACCED) was created as a result of the city's Target 90 Goals for San Antonio process to develop a "broad-based community consensus on major issues affecting our community's economic future."

The stated goal of San Antonio Inc. is to bring together the leadership and minds of the city's 38 different economic development organizations.

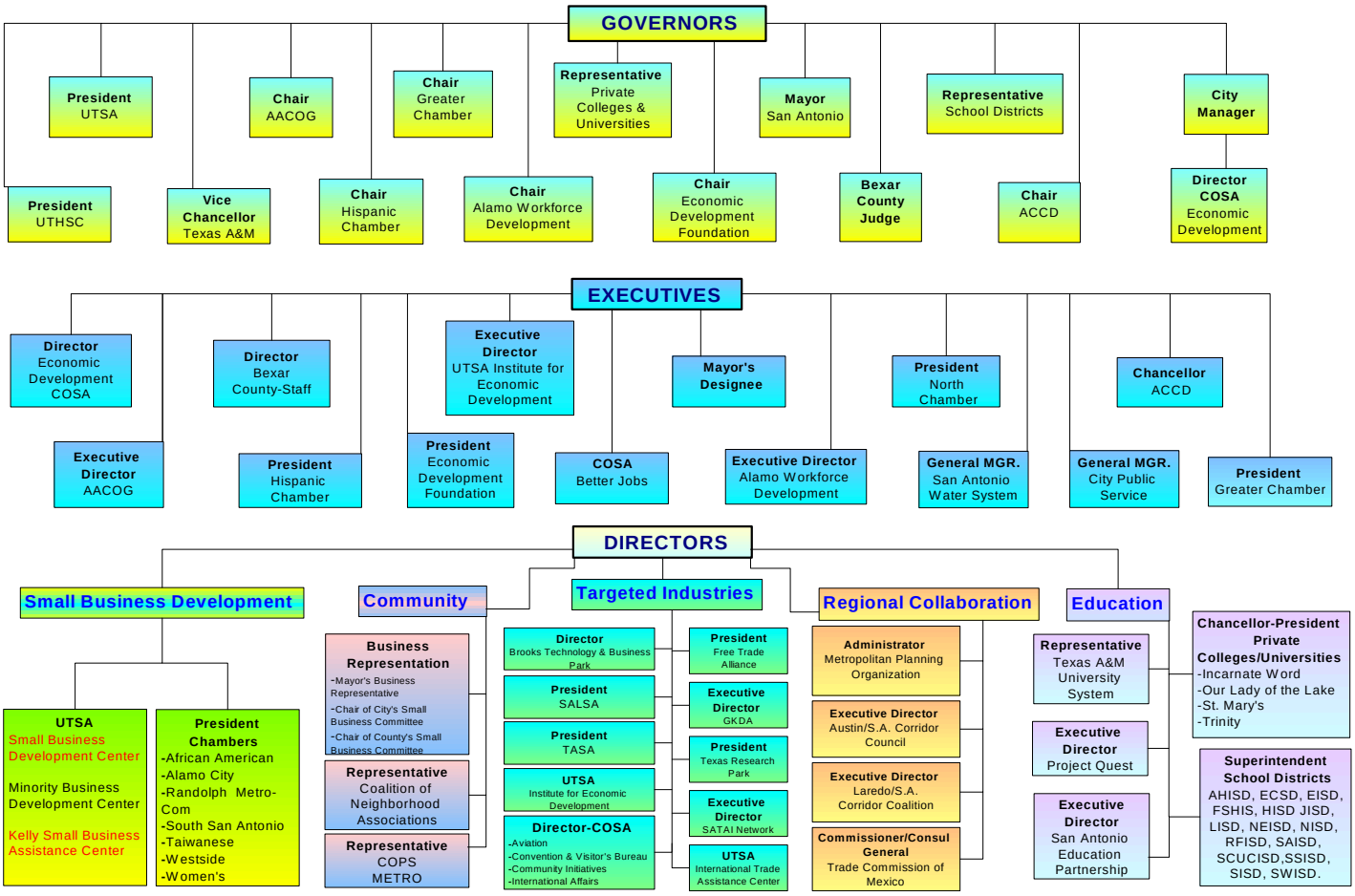
The draft strategic plan charges San Antonio, Inc. with the following tasks:

- Implementing, monitoring, and updating the city's strategic economic development plan every two years;
- Establishing economic development priorities;
- Communicating the plan's goals and strategies to stakeholders and the community at large;
- Developing annual status reports to member organizations, policymakers, and other stakeholders; and
- Holding an annual regional economic development summit.

The proposed organizational structure of San Antonio, Inc. is a public-private partnership composed of three distinct levels of participation. A draft organizational chart is included as Exhibit 6-5. As currently envisioned, San Antonio, Inc. would be staffed by a full-time coordinator position within the San Antonio Department of Economic Development.

EXHIBIT 6-5
ORGANIZATIONAL STRUCTURE

San Antonio, Inc. -- An Economic Partnership



Source: San Antonio Department of Economic Development.

COMMENDATION

The department should be commended for recognizing the need to more systematically coordinate local economic development efforts, and for drawing in workforce and education players into San Antonio, Inc.

RECOMMENDATION

Recommendation 3:

Maximize the role of the future San Antonio Inc. Coordinator.

The San Antonio Inc. Coordinator should be an employee of the San Antonio Department of Economic Development. In addition to carrying out the duties described earlier in this chapter, the San Antonio Inc. Coordinator should be charged with the following duties:

- Serving as the department's liaison to the Better Jobs initiative and the Alamo Workforce Development Board;
- Developing and overseeing the department's customized job training incentive program described earlier in this chapter;
- Serving as the department's expert on federal, state, and local workforce training programs; and
- Assisting business prospects understand and access workforce-training programs.

Special Initiatives

San Antonio Technology Accelerator Initiative (SATAI)

SATAI is a new initiative established to promote the growth of San Antonio's technology industry that was spearheaded by the department, and a small group of local technology leaders. The effort is focused on four industry clusters: biotechnology, information technology, telecommunications, and aviation. Organizationally, SATAI will be structured as a non-profit organization with a small staff, and a 33-member Board of Directors with extensive business representation. SATAI network partners include:

- The City of San Antonio—which is providing seed money for the first three years;
- The Texas Research Park Foundation—which will serve as the fiscal/legal agent; and
- The University of Texas at San Antonio/University of Texas Health Science Center—which will house SATAI staff at the downtown campus. The department will continue to be one of the program's facilitators, and will be represented on the SATAI network board, and the executive team. The city's $1.25 million contribution to this project will be disbursed over a three-year period.

Aerospace Academy

The department will promote and market the newly established Aerospace Academy, which was created this year to provide a pipeline of workers for San Antonio's growing aviation industry. The Alamo Community College District's Alamo Area Aerospace Academy is scheduled to begin operations in the Fall 2001 at St. Philip's College Southwest Campus and San Antonio International Airport. The City of San Antonio has plans to contribute up to $200,000 in start-up funds during the first year.

Military Redevelopment

The department is heavily involved in several local military initiatives. The department is the fiscal agent for a $4.1 million Federal Economic Development Administration grant (that required a $1.3 million match). The grant funds were first received in 1996 and have been used to assist workers at Kelly Air Force Base, contractors, and local businesses directly impacted by the privatization and realignment of the base. This is a one-time grant that expires in 2001.

The City of San Antonio also received an $8 million grant from the Texas Department of Economic Development in 1998 under the *Defense Economic Adjustment Program,* which was created during the 1997 legislative session with the strong city support. The grant required a local match of $8 million. Funds have been used for infrastructure projects related to the redevelopment of Kelly Air Force Base, including the modernization and construction of buildings. This one-time grant also expires in 2001.

Another project that has been incubated at the department for several years is the Brooks City Base Project. The goal of this project is to transform Brooks Air Force Base from a federally owned facility to a city-owned "economic generator." Under the plans, the Air Force will become a tenant and lease back those facilities needed for mission support from the city. This arrangement is designed to reduce the Air Force's operating costs and make the base more competitive as a military installation. The project is a result of a comprehensive economic development plan for south central San Antonio and is currently in the process of being "spun off" from the department.

SMALL BUSINESS ASSISTANCE DIVISION

BACKGROUND

Small Business Assistance administers several programs aimed at promoting entrepreneurship and small business growth, and is currently composed of 18 staff. Most of the programs described below are affiliated with the San Antonio Business Assistance Focus Center, a department initiative, established in 1994. The Focus Center is a network of eight public sector organizations including:

- First Point Business Information Office,
- Small Business Economic Development Advocacy Office (SBEDA),
- Procurement Technical Assistance Center (PTAC),
- San Antonio Loan Development Corporation (SALDC),

- U.S. Small Business Administration (SBA),
- Service Corps of Retired Executives (SCORE),
- UTSA Small Business Development Center (SBDC), and
- UTSA Minority Business Development Center (MBDC).

In the future, the center will be relocated to the city's new "One-Stop Development Services Center." This new center will house all the relevant agencies that a developer or business must work with during the project development process.

The Small Business Assistance division has adopted several strategies for promoting and marketing their programs. Examples include:

- Attending Chamber of Commerce breakfast meetings;
- Participating in San Antonio Business Opportunity Council (SABOC) meetings. The SABOC includes representatives from federal government agencies, the Small Business Administration, and the city. The goal of the SABOC is to promote the various small and disadvantaged business programs administered by the federal government in South Texas;
- Attending monthly Small Business Orientation meetings to present information about the departments. These meetings are sponsored by the department, and are also attended by representatives from the Small Business Administration, the University of Texas at San Antonio's Small Business Assistance Center at Kelly, Brooks Air Force Outreach Program Office, and staff from the city's Purchasing, Public Works, and Aviation departments;
- Participating in Business Opportunities for Texans (BOTS) monthly networking luncheons. These events provide a forum for small business owners to promote their goods and services, and to network with buyers from the public and private sector. which encourages networking among the small business community and local buyers; and
- Advertising programs and services on several local cable television programs, including "Takin' Care of Business" and "Economic Development Update."

A discussion of the programs and services offered by the Small Business Assistance Division programs is included in the following pages. These programs include:

- FIRST POINT,
- Economic Development Briefing Team,
- The San Antonio Loan Development Corporation (SALDC),
- The Small Business Economic Development Advocacy Program (SBEDA), and
- Procurement Technical Assistance (PTA).

FINDING

The City of San Antonio offers a wide range of programs and services to small businesses and entrepreneurs in a convenient, single location. The City of San Antonio wisely created the Business Focus Center and will relocate the center to the One Stop Development Services Center when it opens next year.

The San Antonio Business Focus Center is currently open during normal business hours—Monday-Friday from 7:45 a.m. to 4:30 p.m. These limited hours may serve as a barrier for existing small business owners or potential entrepreneurs who find it difficult to visit the center during traditional business hours.

The Business Assistance Focus Center currently operates a web site at http://www.ci.sat.tx.us/edd/focus.htm. The site contains links to its member organizations, and has limited web-based functionality, such as the ability to download a request form for a "Guide to Starting Your Business in San Antonio."

RECOMMENDATION

Recommendation 4:

Pilot test extended operating hours at the *San Antonio Business Focus Center.*

The department should consult with its partners to pilot test extended hours at the Business Focus Center. The pilot should determine whether extended hours would better meet the needs of San Antonio business owners and entrepreneurs.

RECOMMENDATION

Recommendation 5:

Web-enable certain small business assistance services.

Certain functions should be added to the Business Assistance Focus Center web site, such as:

- Allowing clients to submit request forms online for FIRST POINT services such as briefing teams and business start-up guides;
- Allowing clients to download a MBE/WBE certification form online;
- Posting a searchable database of certified MBEs and WBEs; and
- Posting bids online (or supplying links to relevant web sites).

First Point

FIRST POINT is a city program aimed at encouraging small business growth and entrepreneurship. FIRST POINT staff prepares a customized *"Guide to Starting Your Business in San Antonio*" for each client it serves. The customized guide includes a comprehensive listing of all the licenses, permits, fees, and other requirements necessary to open a business, along with relevant contact information.

In addition, FIRST POINT provides initial one-on-one counseling on accessing capital, developing a business plan, marketing, and the different legal options for organizing a business. FIRST POINT also provides referrals to other entities for more expansive technical assistance (e.g., Small Business Development Centers), and provides information on workshops, seminars, and other available resources.

FIRST POINT is staffed by a team of two city professionals and a secretary, and served 3,110 clients in FY 1998-1999. Currently, the department relies on the client to mail in a response card. However, as illustrated the response card only request very basic information:

EXHIBIT 6-6
CLIENT ASSISTANCE FOLLOW-UP CARD

Date _____

Business ☐Yes, Date_____ ☐No, Estimated Date:_____

Business_____

If home occupation, is this business: ☐Full Time ☐Part Time

If commercial location, how many employees including Full Time _____ Part _____

COMMENTS_____

_____

_____

Name_____ Phone _____

Address _____

RECOMMENDATION

Recommendation 6:

Conduct annual follow-up survey on random sample of FIRST POINT clients.

The department should follow-up with a random sample of FIRST POINT clients each year to track any performance outcomes related to their participation in department programs, and to identify success stories. This information should be used to improve services, to determine how clients learned about FIRST POINT, and be presented to the San Antonio City Council annually.

Economic Development Briefing Teams

One of the programs available through FIRST POINT is the Economic Development Briefing Team. The department organizes briefing teams at the request of developers and businesses to help clarify the requirements needed to undertake specific

construction or renovation projects. The department assembles representatives from relevant municipal departments, utilities, and other agencies to review the specifics of a project before it goes through the site development and permitting process. According to the department, any city project is eligible for briefing team services.

The department organizes briefing teams about 6-12 times per year. The program was created in April 1986 to address what was perceived as a hostile city development process. Currently, the department does not have a performance measure specifically related to the briefing team program. Follow-up with clients is only conducted on companies that locate in the Industrial Districts designated by the San Antonio City Council.

FINDING

Department marketing materials describe the Briefing Team as a *"direct, immediate line to key decision-makers that can troubleshoot and resolve any problems you may encounter during the development and permitting process."*

It has been reported that the department will discontinue the Economic Development Briefing Team program following reorganization at the city's Development Services department, and the opening of the "One-Stop Development Services."

According to the City of San Antonio web site: "the purpose of the One Stop is to provide a convenient, single source of information and assistance to private sector entities that are expanding, developing, or relocating their businesses." Offices co-located at the new facility will include: Development Services, Planning, Health and Fire Inspections/Fire Marshal, water, electric, and gas utilities, Administration and Economic Development/Small Business Outreach.

RECOMMENDATION

Recommendation 7:

Retain the Department of Economic Development's leadership role in the Economic Development Briefing Team.

The City of San Antonio should be commended for its efforts to streamline its development process and to take a more customer-oriented approach. However, the Department of Economic Development should retain its presence in the development process, and its leadership role in the Economic Development Briefing Team should be maintained. As the city's lead economic development agency, the department should continue to serve as an advocate and troubleshooter for new and existing businesses, in conjunction with the newly reorganized Development Services department.

San Antonio Loan Development Corporation (SALDC)

SALDC was established in 1978. SALDC provides small business loans to new and expanded businesses for:

- Real estate acquisition or improvement,
- New construction,
- Machinery and equipment,
- "Soft costs" such as appraisal, engineering, and environmental fees, and
- Working capital.

SALDC serves San Antonio and the surrounding 12-county area. Five different loan programs are offered, including Small Business Administration (SBA) loans. Details on individual programs are available at www.saldc.com. The newest program is the *Inner City Loan Program*, which is targeted at businesses located inside Loop 410.

A total of 36 SALDC loans were approved in 1998-1999 for a total of $9.4 million. The total loan portfolio in 1998-1999 exceeded $28 million. City Council increased the goal for number of loans approved from 42 in FY 1999-2000 to 50 in FY 2000-2001.

SALDC staff includes a manager, five loan officers, and two administrative staff. The city provides general fund support for SALDC totaling $335,000 in fiscal year 2001, including $200,000 for direct inner city lending and approximately $135,000 for operations. The department reports that SALDC will be self-sustaining in the year 2001.

Procurement Technical Assistance Office (PTA)

The mission of PTA is to "support and encourage our clients in the successful pursuit of government contracts." Clients include entrepreneurs, small, minority, and women-owned businesses in San Antonio and the 12-county area. According to marketing materials, PTA clients win about $30 million in government contracts each year.

Services provided by PTA include up-to-the minute bid listings, historical and pricing research on individual goods and services, and identification of subcontracting opportunities. PTA also helps clients develop business and marketing plans, and prepare the actual bid.

PTA is funded by a $150,000 federal grant from the U.S. Department of Defense (DOD) to provide procurement technical assistance in the San Antonio and 12 surrounding counties. The required state match totals $157,000. The grant has been renewed for the past ten years on a biennial basis.

Small Business Economic Development Advocacy Program (SBEDA)

The mission of SBEDA is to help small, minority- and women-owned businesses procure city contracts. SBEDA clients win about $40 million in city contracts each year, which represents about half of the total amount of contracts estimated to be awarded to Small Business Enterprises in Fiscal Year 1999-2000 ($84.1 million).

SBEDA is focused on identifying procurement opportunities in the San Antonio area, particularly the city. Services include:

- 24-hour bid listing (by phone),
- Small, Minority, and Women-owned Business Enterprise (SM/WBE) directory and database,
- Bid-Board,
- Monthly contracting bulletin,
- Quarterly newsletter,
- Identification of financial assistance programs, and
- Assistance completing the Minority/Women-owned Business Enterprise M/WBE certification process.

OPERATIONS DIVISION

BACKGROUND

The department's Operations Division currently monitors 43 different incentive agreements, as well as a $25 million loan to the Boeing Corporation. Tax abatement contracts are reviewed annually to ensure that all contractual requirements are met. Staff also conduct site visits to the abated property to verify staffing and physical investments. In addition, companies receiving abatements are required to submit reports to staff that document staffing and payroll levels, capital investment, and other applicable information.

The Operations Division is composed of a four-person staff (and a shared secretary with the San Antonio Loan Development Corporation). The Operations Manager reports to one of the department's two Assistant Directors.

FINDING

The department has taken steps to strengthen tax abatement compliance monitoring. Until this year, staff from the Industry Development Division was responsible for monitoring company compliance with tax abatement contracts. This function has been shifted to the operations division to separate the "advocate" role from the compliance role. Operations Division staff is currently developing a written manual that will outline a procedure for monitoring tax abatement agreements.

RECOMMENDATION

Recommendation 8:

Prepare an annual report on tax abatement compliance and outcomes.

The department should prepare an annual report for both city leadership and the general public that outlines whether a company has met the performance standards contained in their tax abatement agreements, as well as any relevant anecdotes on the company's contribution to the region. The report should pay special attention to any employee skills upgrading conducted by the company. Tax abatement can be a useful tool to recruit businesses and facilitate expansion, but is often controversial. The annual report would increase public awareness and would promote accountability on the part of the companies receiving abatements.

ALAMO WORKFORCE DEVELOPMENT, INC. (AWD)

An in-depth performance review of the individual programs and services administered by AWD is outside the scope of this project. However, MGT has identified specific findings and recommendations in regards to the overall operation of AWD. MGT focused on overall operations, rather than individual programs. Our review focused on four key areas:

- Marketing and business outreach;
- Customer service;
- Research and strategic planning and research; and
- The AWD web site.

BACKGROUND

The Alamo Workforce Development Board is a non-profit agency that was certified in 1996 to act as the local workforce board for the 12-county Alamo Workforce Development Area. The board became operational in 1998.

AWD is a planning and oversight agency, and with few exceptions, does not deliver services directly to clients. During interviews, AWD identified it major responsibilities as:

- Strategic planning,
- Procurement and management of contractors,
- Oversight of contracted service providers, and
- Oversight of federal workforce funds.

AWD's mission is to:

"Meet Alamo area employers' current and future workforce needs by:

- Identifying and strategizing about the needs of the Alamo labor market,
- Encouraging quality job seeker and employer services,
- Consolidating overlapping and duplicative workforce services to offer a streamlined delivery system to workers and employers,
- Accountability to the community and local elected officials, and
- Setting policies and making decisions that are ethical, consistent, and fair based upon the best information available."

Organizational Structure

AWD is staffed with 44 positions (five positions were vacant or temporary at the time of this study) organized into four major divisions:

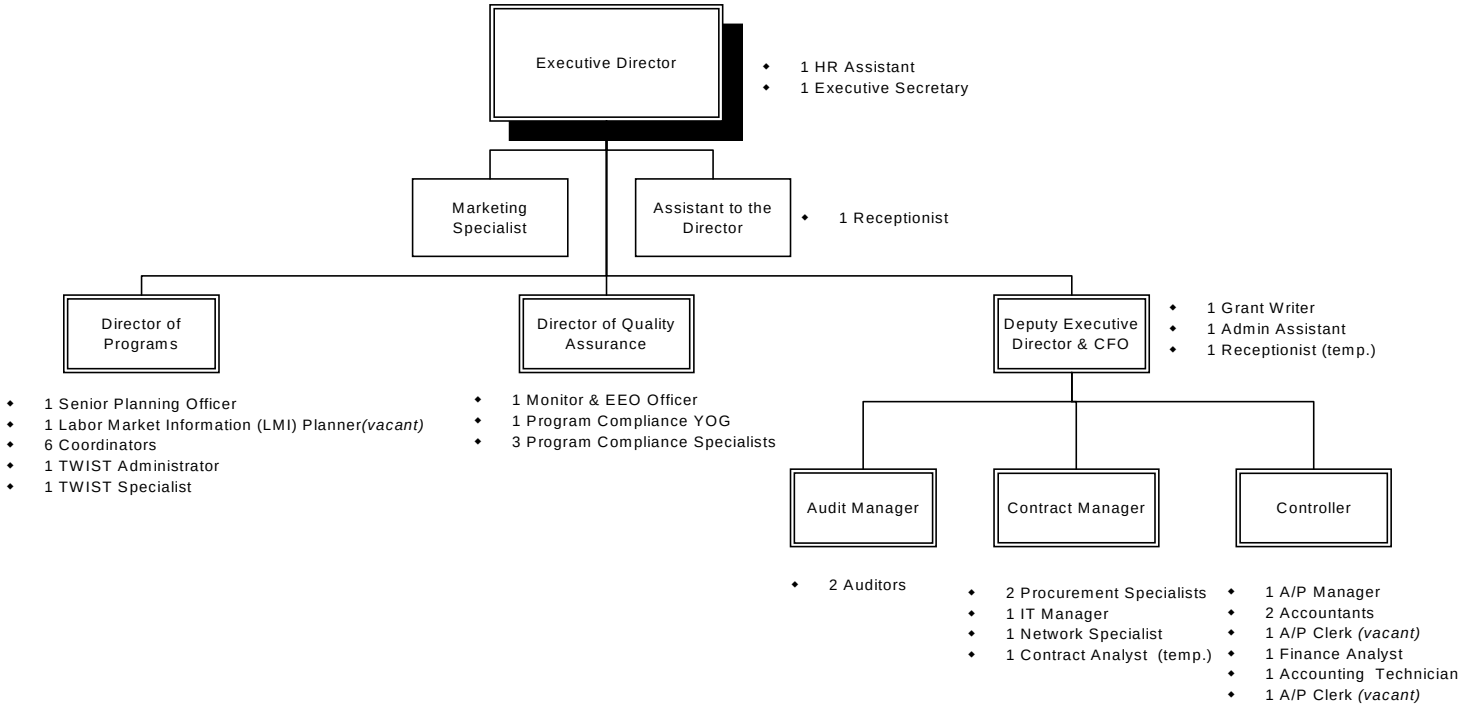
- Executive,
- Programs,
- Quality Assurance, and
- Administration.

The Executive Director and the Chief Financial Officer resigned in April 2001. The AWD Executive Committee will recommend retaining a search firm to fill these positions.

The Executive Division provides management direction for AWD staff, and works closely with the AWD Board on policy issues. The Program Division includes the compliance reporting, strategic planning, labor market information, and program oversight functions. The Quality Assurance Division ensures contractor compliance; and the Administration Division oversees accounting, procurement, and information technology services.

Exhibit 6-7 shows the agency's organizational structure:

EXHIBIT 6-7
ALAMO WORKFORCE DEVELOPMENT
ORGANIZATIONAL STRUCTURE



Governing Structure

AWD is governed by a 29-member board that is appointed by the San Antonio Mayor and County Judges from the 12-county workforce development area. The Executive Director of AWD reports to and is hired by the Board of Directors.

State law requires that a majority of the board represent the private sector. State law also requires representation from the following 13 interests:

- Vocational rehabilitation,
- Economic development,
- Organized labor,
- Community-based organizations,
- Secondary education,
- Post-secondary education,
- Public employment services,
- Public assistance,
- Literacy,
- Private for-profit business,
- Federal government,
- Childcare, and
- Higher education.

AWD currently has five standing committees. Each committee is composed of at least three members who are named by the Chair. The committees include:

- Workforce Services,
- Employer Services/Labor Market Information,
- Youth Council,
- Childcare, and
- Procurement.

AWD also has an Executive Committee that is composed of the board's elected officers and the chairs of all standing committees. The Executive Committee retains key powers, including, but not limited to:

- Taking action otherwise requiring full board approval (following a majority vote of the Board of Directors);
- Evaluating the job performance and recommending the salary of the Executive Director;

- Overseeing and monitoring the organization's personnel policies, organizational structure and staffing needs;
- Overseeing the board's strategic planning and monitoring and establishing policy for AWD's marketing program; and
- Overseeing the annual budget and audit.

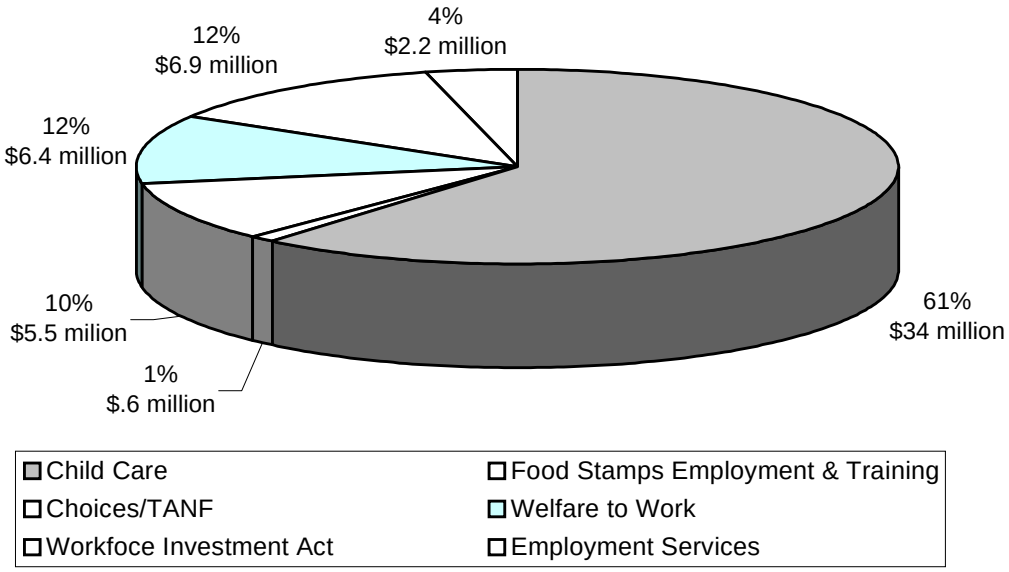
In addition, ad hoc committees may be designated and appointed by the Board Chair. However, there are no ad-hoc committee in place at this time.

Budget

The AWD budget for Plan Year 2000 was $65.3 million and $58.8 million for 2001. Most AWD funds are federal and are funneled to AWD through the Texas Workforce Commission (TWC).

Exhibit 6-8 lists the amount AWD received in FY 2000 from the Texas Workforce Commission.

EXHIBIT 6-8
AWD FUNDING ALLOCATION FOR FY 2000



Source: Texas Workforce Commission.

The majority of AWD funds are earmarked to serve specific client categories (e.g., youth, dislocated workers). AWD reports spending 80 percent of its funds in Bexar County, and 70 percent in San Antonio.

AWD spends $3.5 million annually to maintain its central office staff. Approximately 90 percent of the total AWD budget is contracted out to vendors or subcontractors who provide services such as the operation of the Texas Workforce Centers.
Exhibit 5-9 lists the five largest AWD contracts.

EXHIBIT 6-9
ALAMO WORKFORCE DEVELOPMENT
FIVE LARGEST CONTRACTS

Contractor Name	Contracted Services	Contract Amount
SER Jobs for Progress	Urban Texas Workforce Centers (also known as "One-Stop Centers").	$18 million
Lockheed Martin	Services for displaced Kelly Air Force Base Workers under the Defense Conversion Act program	$2.9 million
Alamo Area Development Corporation	Rural Texas Workforce Centers (also known as "One-Stop Centers").	$3.5 million
City of San Antonio	Childcare Services (CCDS). Program provides subsidized childcare for welfare recipients and the working poor, and funding for quality improvement activities.	$40 million
City of San Antonio	Youth Opportunity Grant services through the Workforce Investment Act for disadvantaged youth living in the city's designated Enterprise Community.	$6.3 million

***Source**:* AWD, May 2001.

AWD is required to track 26 performance measures. The U.S. Department of Labor, the Texas Workforce Commission, and the Texas Legislative Budget Board designates the specific measures. AWD has not supplemented or augmented its performance measures, although it is authorized to do so under state law. A more detailed discussion of AWD's performance measures is included later in this report.

Major AWD Programs

With few exceptions (e.g., labor market information and rapid response services), AWD does not deliver direct services to clients. AWD currently views its major functions as strategic planning, monitoring, and evaluating the performance of its contractors, ensuring that state and federal performance standards are met, and that funds are spent in a legal and efficient manner.

The focal point of the new workforce development system is the statewide network of Texas Workforce Centers, also known as "One-Stops." AWD oversees the operations of 14 centers (6 urban and 8 rural).

The major programs overseen by AWD are briefly described in Exhibit 6-10.

EXHIBIT 6-10
MAJOR ALAMO WORKFORCE DEVELOPMENT BOARD PROGRAMS

Program Name	Service Provider	Program Overview
Texas Workforce Centers (also known as One-Stops)	SER Jobs for Progress; Alamo Area Development Corporation; and Lockheed Martin.	One-stop assistance for San Antonio residents and employers. Services for job seekers include: labor market information, job matching, resume writing and job interview assistance, fax and internet access, and referrals to job training programs (for eligible clients). Employer services include: job applicant screening and recruitment, labor market information, state and federal tax credit information, information on customized job training and on-the-job training incentives for companies that hire and train qualified workers. AWD oversees the operation of six urban workforce centers and eight rural workforce centers. The Lockheed Martin operated center is affiliated with Kelly Air Force Base and provides services to dislocated Kelly Air Force Base workers, and is funded through a federal grant which expires June 2002.
Employment Services (ES)	Texas Workforce Commission	Job-matching services, including a Web-based program called Hire Texas. ES is co-located at the Texas Workforce Centers, but are staffed by TWC employees as required by federal law. ES offers job search assistance to workers and recruitment assistance to employees. AWD is responsible for planning how ES services will be delivered.
Childcare	AWD contracts with the City of San Antonio to run the childcare management system (CCDS). Certified providers deliver childcare.	Subsidized childcare for low-income clients. Parents choose the childcare provider and receive a voucher for subsidized care. The City of San Antonio, performs the following functions: intake; eligibility; enrollment; fee assessment; and provider payments. A portion of childcare funds is allocated to childcare training and quality improvement initiatives.
School-to-Careers	AWD has School-to-Careers contracts with the Alamo Area Health Educational Center; the Center for Health Policy Development; Communities In Schools; Junior.	School-to-Careers involves a wide range of activities, including career preparation, job shadowing, workplace mentoring, matching students with employers, and aligning school curriculum with specific career paths.

EXHIBIT 6-10
MAJOR ALAMO WORKFORCE DEVELOPMENT BOARD PROGRAMS *(Cont'd)*

Program Name	Service Provider	Program Overview
School-to-Careers *(cont'd)*	Achievement; UTSA, and several San Antonio school districts.	Federal funding for School-to-Careers expires this year.
Workforce Investment Act (WIA) Adult and Dislocated Workers	Texas Workforce Centers refer eligible clients to Certified Job Training Providers, which are designated locally by AWD.	WIA replaced the Job Training Partnership Act (JTPA). WIA funds are used to prepare economically disadvantaged adults or dislocated workers for entry into the labor force through job training and other educational assistance. WIA recipients receive Individual Training Accounts, and use vouchers to obtain training from 286 training programs at 30 different schools. Training may only be provided in Targeted Demand Occupations. AWD identifies Targeted Demand Occupations annually.
Workforce Investment Act (WIA) Youth	SER Jobs for Progress; and Alamo Area Development Corporation.	WIA Youth includes tutoring, dropout prevention, summer employment opportunities, paid and unpaid work experience, occupational skills training, adult mentoring, and support services such as transportation and childcare. The program requires follow-up services for at least 12 months.
Food Stamp Training and Employment (FS E&T)	Texas Workforce Centers refer eligible clients to certified job training providers and other service providers.	Assistance for Food Stamp recipients (not eligible for cash assistance through TANF). Job search and readiness, basic skills, workforce and vocational training, as well as transportation and childcare services.
CHOICES/ Temporary Aid to Needy Families (TANF)	Texas Workforce Centers refer eligible clients to certified job training providers and other service providers.	CHOICES funds are used to move TANF recipients from government dependency to work. Services include: job search assistance, job readiness, basic and vocational skills training, and support services. CHOICES operates under a "Work First" philosophy, which encourages immediate job placement.
Welfare to Work	Texas Workforce Centers refer eligible clients to certified job training providers and other service providers	Welfare-to-Work is a temporary federal grant that provides transitional assistance for TANF recipients and employment-based assistance.
Rapid Response	AWD performs this function on an as-needed basis.	Program provides group services to laid off employees. AWD staff provides information on Texas Workforce Center services.
Labor Market Information	AWD	AWD issues monthly press releases. A list of Targeted Demand Occupations is developed annually.

***Source**:* AWD, May 2001.

Existing Coordination and Partnerships with Local agencies and Stakeholders

Private/Non-Profit Sector

Interviews and focus groups conducted for this study revealed that AWD is widely viewed as an "island" with few linkages to the larger community. However, it should be noted that AWD has developed a working relationship with the San Antonio Economic Development Foundation, and is regularly invited to make presentations to relocation prospects on the services that AWD can provide.

In January 2001, a subcommittee of AWD formed the Texas Workforce Advocates. This group was established to identify the workforce needs of San Antonio residents and businesses. According to the AWD strategic plan, the group was formed to "develop a consistent manner in which marketing strategies for recruiting employers are conducted and ensure that services are not duplicated."

Texas Workforce Advocates is composed of representatives from:

- SER Jobs for Progress,
- Alamo Area Development Corporation,
- Alamo Community College District,
- Goodwill Industries, and
- Other Employment Service Agencies.

The first project undertaken by Texas Workforce Advocates was a series of focus groups to measure and evaluate how the local business community, training institutions, job seekers, and workforce development professionals collect and use labor market information. The report is entitled: "A Texas Workforce Advocates Labor Market Information Report presented to Alamo Workforce Development Board of Directors Employer Services/Labor Market Information Committee."

Government Bodies/Public Sector

AWD has executed state-mandated Memoranda of Understandings (MOUs) with more than ten entities. Because of its contractual relationship with AWD, the City of San Antonio Community Initiatives Department interacts with board staff on a regular basis (Community Initiatives administers two major AWD programs: childcare and the Youth Opportunity program). AWD reports holding weekly meetings with Community Initiatives staff, and to the extent possible, monthly meetings between the former AWD executive director and the director of Community Initiatives.

On the other hand, AWD has limited interaction with the San Antonio Department of Economic Development. This issue is discussed in more detail later in this chapter.

MARKETING AND BUSINESS OUTREACH

BACKGROUND

AWD recently hired a full-time Marketing Specialist, who is currently assigned to work with a local public relations and advertising firm on a major media campaign.

According to AWD staff, the goal of the media campaign is to:

- "Effectively communicate the vision and mission of the organization, as outlined in AWD's 5-year strategic plan, to the general public, prospective clients (employers and employees), elected and appointed officials and business decision-makers in the 12 county service area;
- Earn the public's trust by conveying a sense of responsibility, service, opportunity, integrity and effectiveness to this target audience through the development of a positive public image;
- Brand AWD as the primary resource in the 12-county area for workforce and employment issues. Effectively convey this role to the media, elected officials, business leaders and potential clients; and
- Successfully market AWD's services to the business community and to employees in the 12-county area."

The campaign budget is approximately $183,000 for professional services and $500,000 for media purchases for the first six-month campaign. A proposed additional $160,000 for media purchases is pending approval. Funds from this project derive from AWD's budget.

Other responsibilities of the Marketing Specialist include overseeing the development of brochures and newsletters, attending community meetings, and preparing communication pieces for the board and the executive director.

In addition to the media campaign described earlier, AWD engages in business outreach through newsletters and brochures, and monthly letters from the Executive Director to chambers of commerce and elected officials.

FINDING

To date, AWD has played a limited role in the Better Jobs initiative. Interviews suggest that AWD is currently in a compliance mode and is primarily focused on meeting state and federal performance measures. This is largely due to the board's recent sanction status with the TWC. While state and federal compliance is critical, this focus has undermined AWD's efforts to see the "big picture," and think strategically in terms of a definition of success that is beyond compliance.

RECOMMENDATION

Recommendation 9:

Fully support the Better Jobs initiative and participate in community goal-setting effort.

AWD should participate in the Better Jobs initiative and participate in the process of identifying community services benchmarks and performance standards related to San Antonio's workforce and economic future. By participating in this effort, AWD will have a solid vision upon which to base its strategic planning efforts and can feel secure that its spending priorities reflect the goals and needs of the larger community.

FINDING

Three of the four goals of the advertising campaign outlined on the preceding page focus more on improving AWD's image and branding. Less emphasis is placed on reaching out to the employer community to find out what *they* need to prosper and grow in San Antonio, which is a *critical and fundamental* responsibility of AWD.

RECOMMENDATION

Recommendation 10:

Focus marketing dollars on employer outreach.

AWD has devoted a significant amount of funds to raise public awareness about the board and the workforce centers operated by its contractors. While it is important for AWD to get the word out about its services and to brand itself as the lead agency for workforce development, it is equally important for the board to allocate resources for intensive direct employer outreach aimed at determining and meeting specific needs of business. AWD should consider freezing its $160,000 request for additional media purchases and reallocate the funds for intensive employer outreach.

FINDING

AWD does not have a full-time person on staff to conduct outreach to the business community. This function has been largely contracted out to its vendors—namely SER Jobs For Progress and the Alamo Area Development Corporation. In past years, the Executive Director has served as the primary liaison with the business community.

In addition, contracts between AWD and the operators of the Texas Workforce Centers do not include specific performance measures related to business outreach.

RECOMMENDATION

Recommendation 11:

Redefine the duties of the AWD Marketing Specialist position.

AWD has a Marketing Specialist position on staff who has been assigned to work with a local public relations and advertising firm on the major media campaign described earlier in this chapter. The Specialist is also responsible for developing and distributing newsletters, brochures, and other communication pieces. AWD needs a person on staff, with business experience, who can lead the board's business outreach efforts. Developing closer working relationships with businesses or specific issues must be a priority.

Workforce Solutions in the Lower Rio Grande Valley has board staff charged with business outreach and working with local economic development organizations with business prospects.

FINDING

During interviews, AWD staff described its role primarily as a welfare-to-work agency, and stated that it plays a limited role in economic development and overall skills development. The limited relationship between AWD and the department represents a missed opportunity to leverage scarce resources.

RECOMMENDATION

Recommendation 12:

Strengthen the relationship between Alamo Workforce Development and the San Antonio Department of Economic Development.

Working together, the department and AWD could strengthen the incentive packages offered to new or expanding businesses, while helping San Antonio's large population of economically disadvantaged workers secure employment. AWD could bring numerous services to the table including:

- Funds for customized job training of new employees (for economically disadvantaged workers),
- Applicant screening,
- Job advertising,
- Labor market information,
- Job training program information, and
- Federal tax credit information.

Economic development organizations in other parts of Texas (e.g., McAllen, Fort Worth, and Amarillo) have developed strong working relationships with local workforce boards (see Exhibit 6-11).

EXHIBIT 6-11
CASE STUDY

In McAllen, the local workforce development board for Hidalgo and Willacy Counties, known as "Workforce Solutions" has a strong working relationship with the McAllen Economic Development Corporation (MEDC). For example, MEDC introduces the workforce board's Business Liaison to business prospects immediately to discuss job training possibilities, labor market information, and available services such as applicant screening and recruitment. In addition, MEDC and Workforce Solutions have collaborated on a number of initiatives, including:

- Workforce Solutions uses the Workforce Investment Act (WIA) dollars to develop on-the-job training incentives for businesses that have committed to relocate or expand in their service area. Funds frequently cover 50 percent of a new employee's wages for approximately six months.
- Workforce Solutions, in collaboration with MEDC and other partner organizations, has leveraged funds from the workforce board, local community college, economic development groups, and the business community to establish a Child Development Center for employees of call centers. The facility is due to open in August 2001.
- MEDC offers customized job training and other Workforce Solutions services (e.g., applicant screening, employee recruitment) in proposal letters to companies with a serious intent to relocate or expand in the area.
- MEDC has worked with Workforce Solutions to develop a strategy and secure funding to open a Business Resource Center adjacent to one of the "traditional" Texas Workforce Centers. The new center will serve as the economic development arm of the board and will be specifically tailored to meet the workforce needs of the business community.
- MEDC and Workforce Solutions also have spearheaded a "Best Practices Initiative" that involves on-site visits to states and communities that have adopted innovative practices in the area of workforce development. The most recent trip was made to Virginia to an organization in Richmond called "Workforce One" which has been recognized for its excellent applicant screening and job matching program.

Source: Telephone Interview with McAllen Economic Development Corporation, May 2001.

RECOMMENDATION

Recommendation 13:

Involve economic developers in the Texas Workforce Advocates and initiate series of business focus groups.

Currently, the Texas Workforce Advocates does not include representation from the business or economic development community. The stated goal of the group is to: "develop a consistent manner in which marketing strategies for recruiting employers are conducted and ensure that services are not duplicated." This goal can not be achieved without representation from organizations like the San Antonio Department of Economic Development and the San Antonio Economic Development Foundation. The Texas Workforce Advocates should solicit participation from industry and economic development organizations, and conduct a series of business focus groups to gather critical information such as:

- Employer perception of AWD programs and services;
- Employer knowledge of AWD programs and services;
- Employer barriers to participating in AWD job training programs (e.g, on-the-job training and customized job training); and
- Workforce challenges facing San Antonio employers.

The result of these focus groups should be used to develop the community strategic action plan described earlier in this chapter.

RECOMMENDATION

Recommendation 14:

Establish monthly performance goals for Texas Workforce Center business outreach efforts.

During interviews, AWD staff acknowledged the potential value of including supplemental performance standards in its contracts with Texas Workforce Center operators to help ensure that center staff are aggressively marketing AWD services to the employer community. Examples of such measures or goals could include:

- Number of employer contacts (differentiated by telephone, personal presentation, etc.); and
- Number of contacted employers who accessed certain AWD services.

CUSTOMER SERVICE

BACKGROUND

One of the major goals of workforce reform was to improve customer service. AWD maintains a brief customer survey on its web site. With the exception of the web-based survey described below, AWD staff does not regularly solicit or review customer feedback. This task has been assigned to AWD contractors.

Texas A&M University is conducting a statewide customer service survey for the Texas Workforce Commission. The Customer/Employer Satisfaction survey will measure customer service for Program Year 2001-2002 for all board areas.

FINDING

Texas Workforce Center operating hours are limited to regular business hours—Monday through Friday from 8:00 A.M. to 5 P.M. These limited hours may act as a barrier to San Antonio residents who are looking to upgrade their skills or seeking other employment opportunities because they must work daily during regular business hours.

RECOMMENDATION

Recommendation 15:

Pilot test extended hours at targeted Texas Workforce Centers.

AWD staff should meet with its subcontractors to determine a strategy to pilot test extended hours in high traffic centers.

FINDING

The customer satisfaction survey on the AWD web site is not posted in a conspicuous place, contains questions of limited value, and is not customized for employers and job seekers.

RECOMMENDATION

Recommendation 16:

Rewrite the customer satisfaction survey on the AWD Web Site.

In order to be useful, the AWD customer survey needs to be totally reconfigured. The Dallas County Board site includes a link entitled *"Talk to Us,"* as well as separate surveys for job seekers and employers (who have different needs and experiences). Questions focus on where the client learned about services, which services were used, outcomes, and feedback on services that are not currently offered, but would be useful.

FINDING

According to interviews with AWD staff, contractors like SER and AADC are responsible for measuring and tracking customer satisfaction. This function had been previously performed by board staff, but was transferred to AWD contractors. Although the state may require that workforce centers play a role in the area of customer service, AWD also has a responsibility to ensure that its clients needs are being both met.

RECOMMENDATION

Recommendation 17:

Develop a comprehensive customer satisfaction strategy.

AWD staff should regularly measure customer satisfaction as part of its oversight role over its contractors. AWD should develop a systematic mechanism for gathering and analyzing meaningful customer feedback. Possible strategies include quarterly focus groups and the development of a Business Visitation Program.

The newly formed Texas Workforce Advocates could perform some of these functions, and the Business Visitation Program could be coordinated with the San Antonio Department of Economic Development.

RESEARCH AND STRATEGIC PLANNING

BACKGROUND

The analysis and distribution of labor market information and business trends, and strategic planning for the Alamo workforce development area is a critical function of AWD. AWD staff includes a labor market analyst, as well as a strategic planner.

FINDING

The collection, analysis, and dissemination of labor market information (LMI) and trends are a clearly defined role for AWD and other local workforce boards. AWD has a full-time employee assigned to this function. AWD distributes LMI through monthly newsletters and press releases. AWD receives most of its data from the TWC and contracted with a company called ERISS for a comprehensive 1999-labor market survey. ERISS is no longer under contract with AWD.

Economic development groups like San Antonio Economic Development Foundation and the San Antonio Department of Economic Development utilize the labor market information compiled by AWD on a regular basis.

RECOMMENDATION

Recommendation 18:

Post current labor market information and business trends on AWD web site.

Labor market data and trends are critical planning tools for employers, school career counselors, training institutions, and economic development organizations alike. The AWD web site currently contains a link to a 1999 Labor Market Survey. The link takes the client to a web site operated by a private company called ERISS, which specializes in large-scale job market surveys and analysis. The web site contains comprehensive labor market statistics and data, including information on best paying jobs, local employers, and demand occupations. The site allows users to conduct web-based searches for job training providers and others in the Alamo workforce development area.

In addition to the 1999 ERISS information, which should be better promoted and explained, the AWD web site should post up-to-the-minute labor market information and trends relevant to the region.

RECOMMENDATION

Recommendation 19:

Serve as the designated source of labor market information for Better Jobs and other economic development and planning organizations.

It is important that the San Antonio region avoid duplication in the area of Labor Market Information. AWD should serve as the lead agency in this area and should be the primary source of labor market information and trends for Better Jobs.

FINDING

Public participation in the development of AWD's strategic plan was limited during the previous planning cycle and could be improved by making the plan more accessible and "reader-friendly" to interested members of the public and other workforce-related organizations. During the previous strategic planning cycle, the only input from the business community came through business representatives on the AWD Board of Directors.

AWD is required to prepare its strategic plan using a template developed by the TWC. During interviews, TWC leadership acknowledged that the template it developed prompted most boards to produce "compliance documents," rather than visionary strategic plans. The draft AWD strategic plan for Program Years 2001-2004 and Fiscal Year 2001-2002 (officially called the *Local Workforce Development Board Integrated Plan Modification*) is a 300-page compliance document. TWC leadership has indicated that it would like to see local workforce boards produce more succinct and focused strategic plans in the future.

RECOMMENDATION

Recommendation 20:

Post the AWD strategic plan on its web site and solicit feedback online.

Many of the board web sites throughout Texas (e.g., Tarrant County at: www.workadvantage.com and Lower Rio Grade Valley at: www.workforcesolutions.com) post their strategic and/or operational plans online.

Currently, members of the public that are interested in participating in the strategic planning process must pick up a copy of the plan at the AWD's downtown office. This requirement is inconvenient and unnecessary in the Internet age.

RECOMMENDATION

Recommendation 21:

Develop a community-oriented strategic action plan for the Alamo region.

AWD should prepare a community-oriented strategic action plan every other year. Unlike the compliance document described above, the community-oriented strategic plan should be a straightforward, action-oriented document. The plan should be written for a general audience and not exceed twenty pages in length.

The planning process should involve the entire workforce development community, including the Better Jobs initiative and should be coordinated with San Antonio, Inc. The plan should be informed by up-to-date Labor Market Information and extensive employer-input, and should articulate the challenges and opportunities facing the community. AWD should hire a strategic planning consultant to develop the first community action plan. To ensure input from the business community, the plan should be subject to AWD Board approval.

FINDING

The extent to which AWD engages in best practice research and benchmarking against other local workforce boards in Texas is limited. The AWD marketing specialist tracks innovative best practices, but not in any systematic or formal manner.

The McAllen Economic Development Corporation, in collaboration with Workforce Solutions, the Lower Rio Grande Valley Workforce Board, has established a Best Practices Team to systematically study best practices around the nation. Most recently, the team visited the State of Virginia to learn about a model applicant screening and matching program.

RECOMMENDATION

Recommendation 22:

Conduct a comprehensive benchmarking and best practices survey of local workforce boards in Texas and model programs in other states.

The benchmarking analysis should compare AWD to other local workforce boards in Texas in the following areas:

- Business outreach and economic development,
- Measuring and evaluating customer satisfaction and needs,
- Strategic planning, and
- Innovative, employer-driven uses of WIA and other workforce training funds.

AWD WEB SITE

BACKGROUND

AWD operates a web site at (www.alamoworkforce.org) which currently offers only basic information and limited interactive capabilities (e.g., available programs and services, list of workforce centers and operating hours). During interviews, AWD staff reports that it is in the process of upgrading its web site.

FINDING

Currently, even the most basic information (e.g., staff and board member contacts, board meeting schedules) is not posted on the site. Some information is out-dated (e.g., the web site incorrectly stated that the Flores Street workforce center offered extended hours on Wednesday and Thursday evening), and no information in Spanish is available.

RECOMMENDATION

Recommendation 23:

Post important information in Spanish on AWD web site.

A large part of the population served by AWD is Spanish-Speaking. According to a recent Nielsen survey, 31 percent of San Antonio Hispanic households are Spanish-language dominant.[2] As such, AWD information should be made available in Spanish. The Dallas County workforce board (www.worksource.org) contains an *"En Espanol"* section, which could serve as a model for AWD.

[2] "Is Spanish Dying? Speech Patters in Region Raise Debate Among Linguists, Others," by John Davidson, Puerto Rico Herald.

RECOMMENDATION

Recommendation 24:

Post map of workforce centers on AWD web site.

Currently, the AWD web site only includes a listing of Texas Workforce Centers, along with addresses and phone numbers. Many of the local board web sites around the state contain maps, as well as email links to the Texas Workforce Centers.

RECOMMENDATION

Recommendation 25:

Post procurement opportunities on AWD web site.

Local boards, including AWD, contract for a wide range of services. The AWD web site should include information on how to do business with the board, and contain an updated list of procurement opportunities, including a list of recent contract wins.

RECOMMENDATION

Recommendation 26:

Conduct research to identify best practices in local workforce development board web sites.

MGT reviewed a number of web sites and found varying levels of sophistication and interactivity. Recommended web sites include:

- www.worksource.org (Dallas County),
- www.workadvantage.org (Tarrant County), and
- www.workforcesolutions.org (Hidalgo/Willacy Counties).

DEPARTMENT OF COMMUNITY INITIATIVES

This review of the City of San Antonio's Department of Community Initiatives (DCI) focused on programs with a direct relationship to Better Jobs, such as early childhood development and literacy. Emergency shelter operation, for example, falls outside the scope of this review because this activity is only loosely related to the Better Jobs initiative.

BACKGROUND

DCI is the City of San Antonio's department responsible for implementing human development strategies that assist children, individuals, families and senior citizens in San Antonio achieve economic self-sufficiency and an improved standard of living.

As stated in the DCI's annual budget FY 2000-2001, DCI's goal is to:

> "partner with families and individuals to promote economic self-sufficiency, family strengthening, healthy lifestyles, and community revitalization by committing resources, delivering efficient and effective services and collaborating with community and private entities."

To accomplish this goal, the annual budget lists eight objectives for the department. These objectives are:

- To transition individuals and families to economic self-sufficiency by offering support services, literacy, job training, and childcare assistance to adults and college preparation to high school students;
- To promote youth development through early intervention with youth and their families;
- To raise the standard of living by creating a high-skill and better-educated workforce;
- To assist families and individuals in securing the necessary services in times of need and emergency situations;
- To enable the elderly and disabled to retain an independent and healthier quality of life through provision of meals, personal care and transportation, and community engagement;
- To collaborate and coordinate with the City, State and Federal agencies and local community-based organizations to leverage resources essential to the development of human capital and sustenance of a community safety net;
- To establish Better Jobs and Human Development benchmarks, performance standards, outcomes for the community and report on these indicators semi-annually; and
- To support a Community Safety Net that will preserve and promote individual and collective well-being specifically in the areas of emergency services, elderly and disabled services, family strengthening, and youth development.

DCI provides services to San Antonio citizens through 10 major programs and divisions organized within the department. These are:

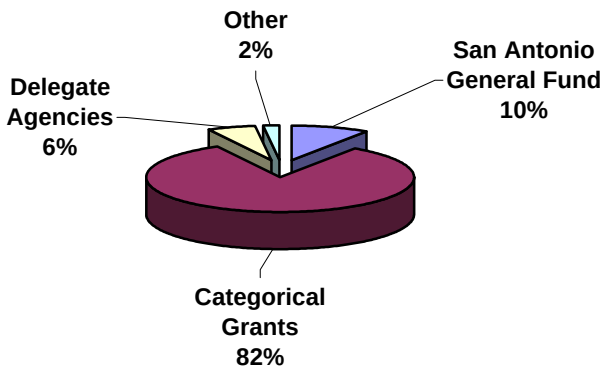
- ASCEND (Advocates Striving to Create Edgewood Neighborhood Development),
- Carver Cultural Center,
- Children's Resources Division,
- Community Action Division,
- Youth Opportunity Project,
- Elderly and Disabled Services Division,
- Literacy Services Division,
- San Antonio Education Partnership,
- Youth Services Division, and
- Community Centers Division.

DCI provides services to individuals of all ages throughout San Antonio. A recent inventory of services prepared by DCI enumerated the large variety of different services. These services are:

- adult education,
- art education
- assertiveness training,
- business education,
- childcare,
- childcare referral,
- childcare staff training,
- childcare subsidy,
- citizenship preparation,
- college assessment,
- college opportunities,
- college preparation,
- community service hours,
- computer education,
- counseling,
- court mandated activities,
- cultural education,
- disability assistance,
- elderly care referral,
- emergency shelter,
- English education,
- English as a second Language,
- employment training,
- essential transportation, fair housing education,
- family counseling,
- financial literacy training,
- food subsidy,
- GED preparation,
- gymnasium,
- homebound meals,
- housing discrimination,
- income tax preparation,
- in-home attendant services,
- internships,
- job placement,
- job readiness training,
- education,
- literacy training,
- meals,
- medical transportation,
- meeting facilities,
- mortgage payment assistance,
- nutrition information,
- plumbers to people,
- pregnancy prevention,
- recreation,
- restitution,
- rent payment assistance,
- runaway youth information,
- safe haven housing,
- scholarships,
- technology training,
- tenant/landlord mediation,
- toilet replacement,
- transitional housing,
- utility payment,
- welfare to work, and
- youth counseling.

The official published budget document reported a budget of $110.9 million for FY 2000-2001. According to DCI staff, the department is funded with $10.6 million from the city's general fund for the 2000-2001 fiscal year. This sum represents approximately one tenth of the department's $110.9 million dollar total budget. The remainder of DCI's funding comes from categorical grants from local, state, and federal authorities. Exhibit 6-12 below illustrates the different funding sources for the 2000-2001 fiscal year.

EXHIBIT 6-12
DEPARTMENT OF COMMUNITY INITIATIVES
FUNDING BY SOURCES 2000-2001



Source: Department of Community Initiatives, 2001.

The following charts illustrate a breakdown of funding patterns in terms of total investment by age group, the number of clients served per age group and the investment per client for 2000-2001.

EXHIBIT 6-13
DEPARTMENT OF COMMUNITY INITIATIVES
TOTAL INVESTMENT 2000-2001

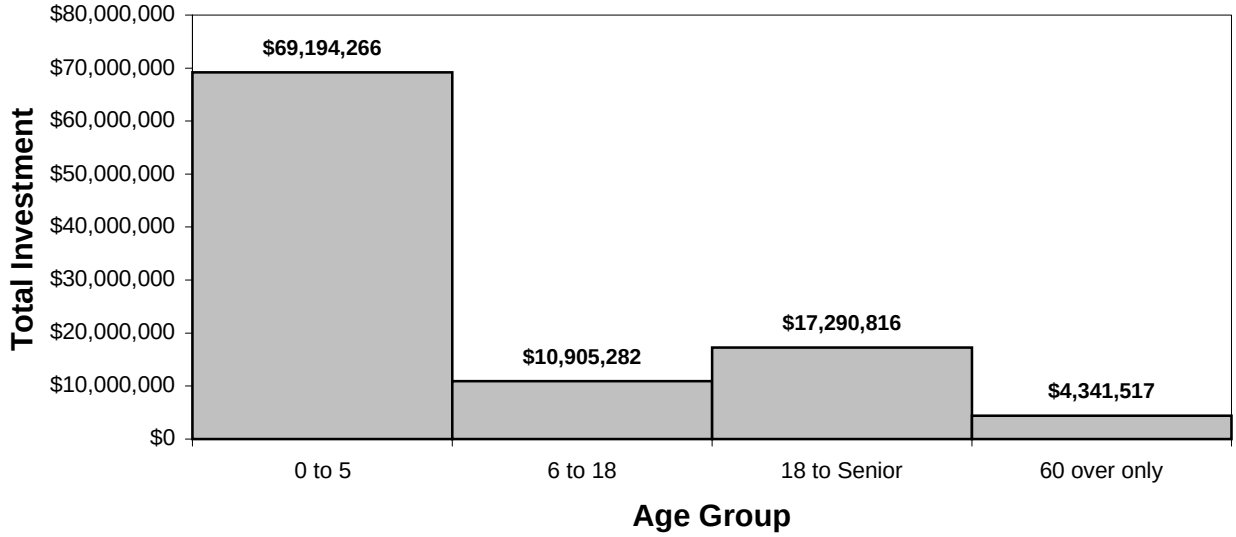


EXHIBIT 6-14
DEPARTMENT OF COMMUNITY INITIATIVES
NUMBER OF CLIENTS SERVED 2000-2001

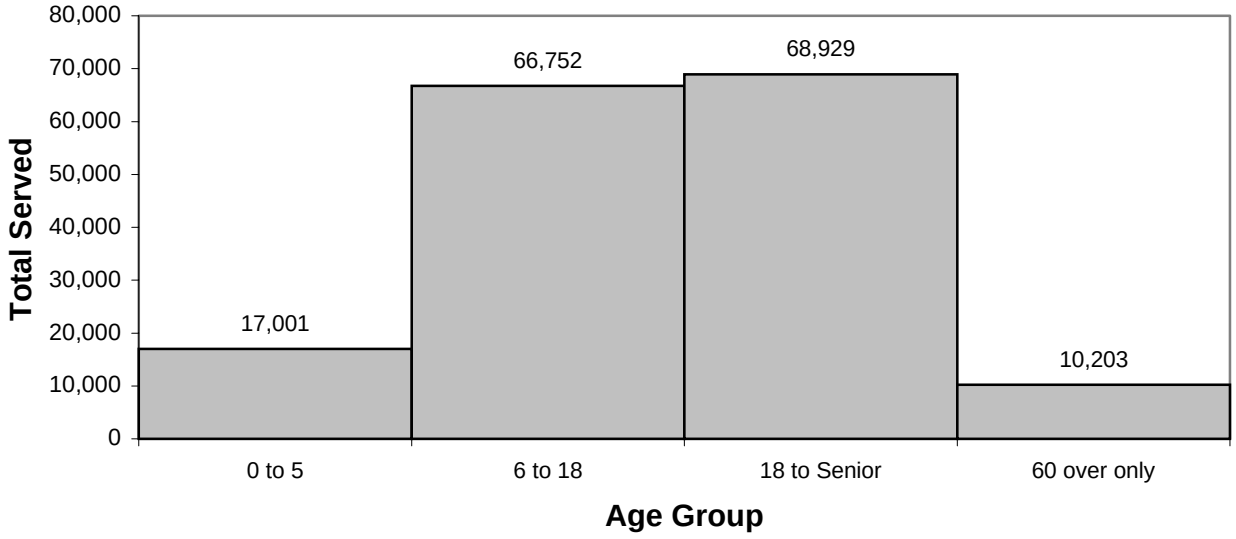
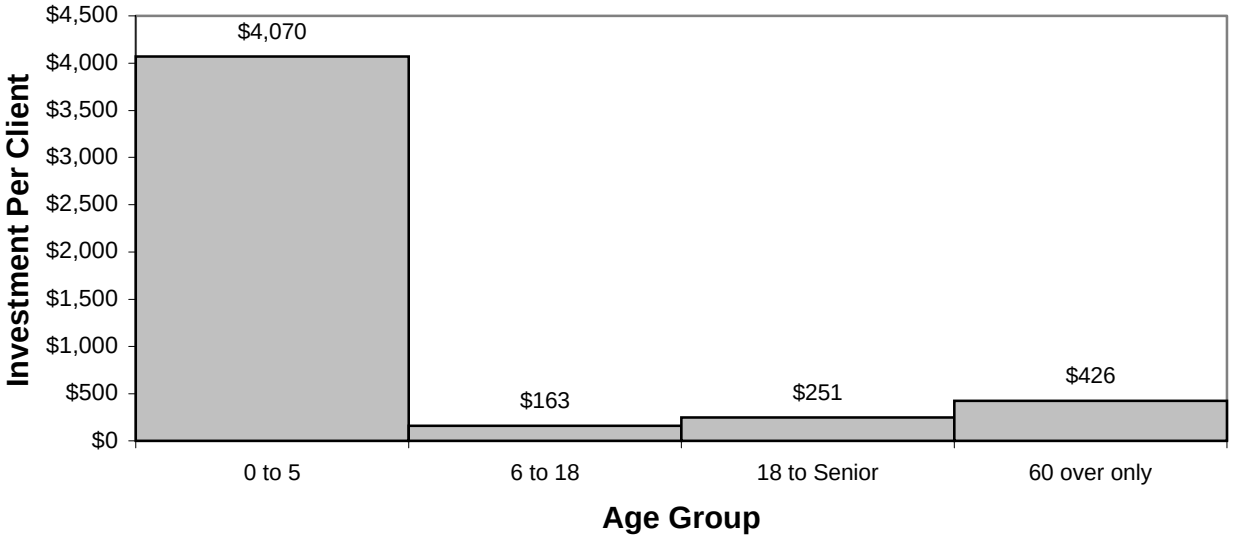


EXHIBIT 6-15
DEPARTMENT OF COMMUNITY INITIATIVES
INVESTMENT PER CLIENT 2000-2001

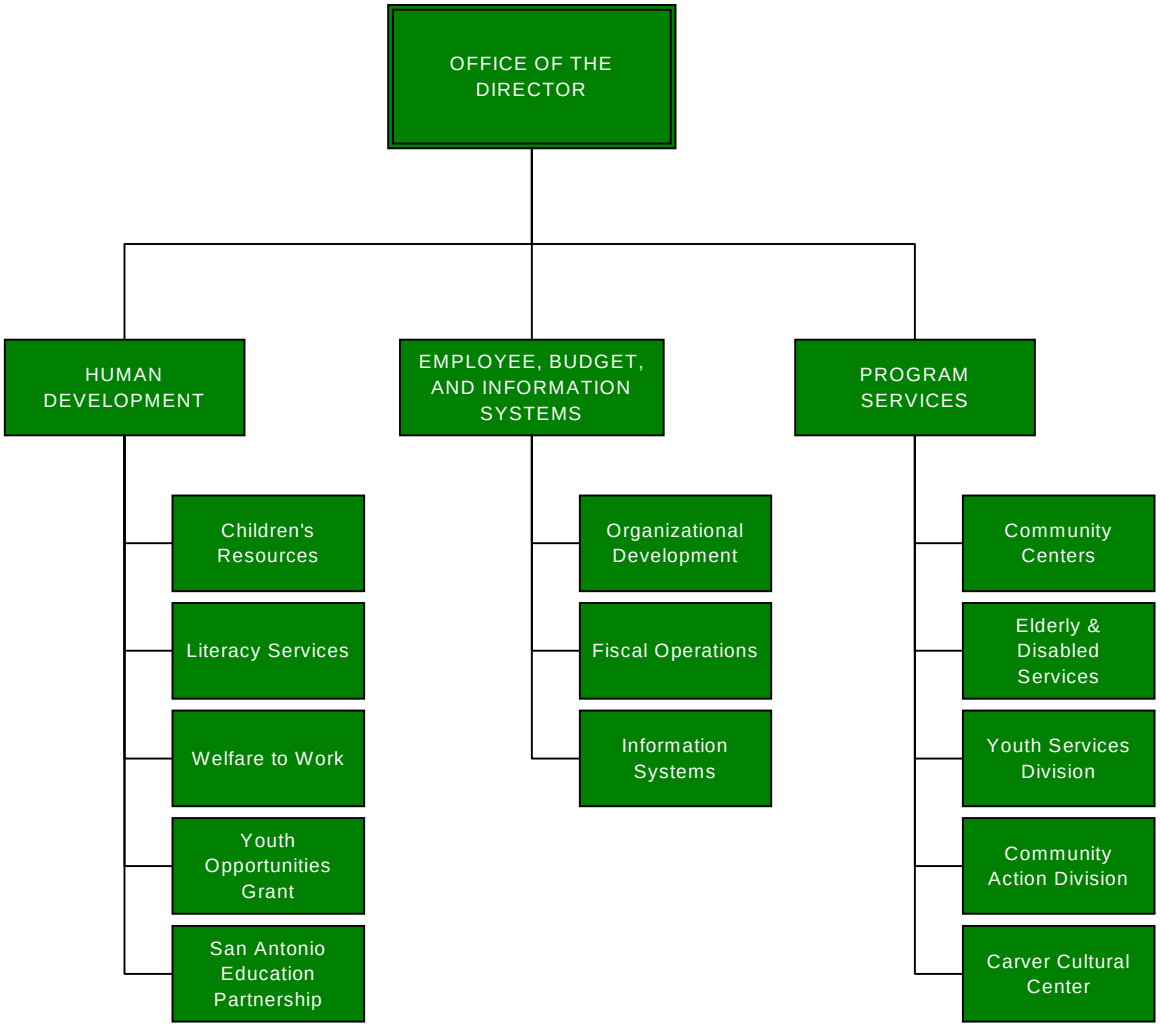


There is more total spending by DCI on behalf of young children, both in the total investment and in the investment per client. This reflects the department's priority of supporting early childhood development. However, the number of clients being served is much higher among youth and adults than for young children, with a relatively low investment per client for youths and adults.

FINDING

In its annual budget document, DCI provides the following organizational chart:

EXHIBIT 6-16
DEPARTMENT OF COMMUNITY INITIATIVES
ORGANIZATIONAL STRUCTURE
(VERSION IN BUDGET)

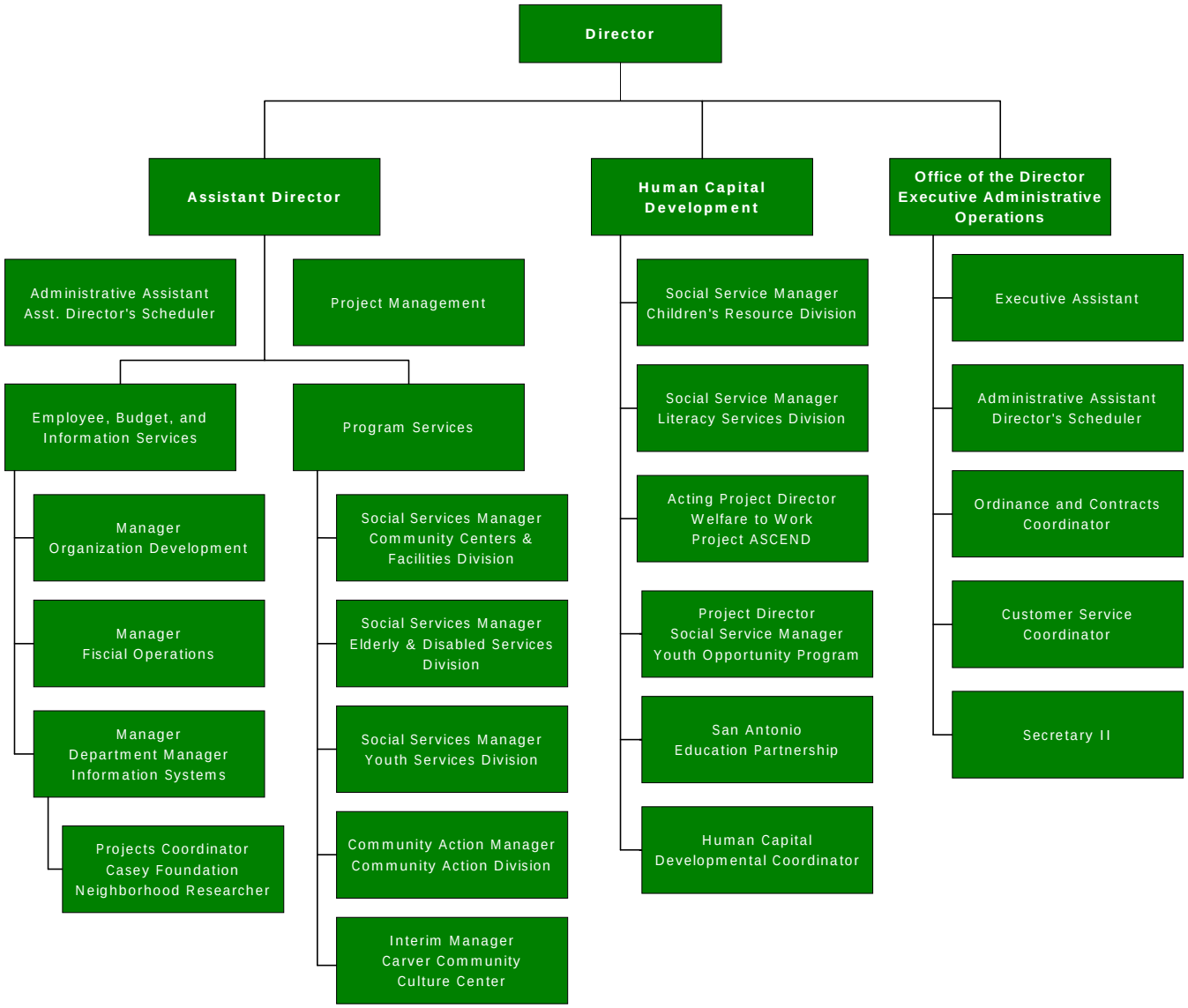


Source: City of San Antonio Annual Budget FY 2000-2001.

This organizational chart groups DCI into three major areas: Human Development; Employee, Budget and Information Systems; and Program Services. It appears that each of these areas has an Assistant Director who reports to the Director. The individual programs or divisions within each of these areas appear to report to the corresponding Assistant Director. In reality, this is not the case.

According to DCI management, the organizational chart on the previous page is provided in the budget and is modified to conform to the standardized format. The actual organizational structure is as follows:

EXHIBIT 6-17
CITY OF SAN ANTONIO
DEPARTMENT OF COMMUNITY INITIATIVES
ORGANIZATIONAL STRUCTURE
(DEPARTMENT MANAGEMENT VERSION)



Source: Department of Community Initiatives, 2001.

This organizational structure does not have similar functions grouped together. The Assistant Director appears to have oversight over both administrative areas and programmatic areas. Since the Department reports that there is no staff person actually serving in the boxed assigned to Employee, Budget and Information Services or Program Services, the Assistant Director has at least eight direct reports: Organizational Development, Fiscal Operations, Management Information Systems, Community Centers and Facilities, Elderly and Disabled, Youth Services, Community Action, and Carver Community Culture Center. The Director appears to have nine direct reports: Office of the Director, Executive Administrative Operations, the Assistant Director, Human Capital Development, Children's Resources, Literacy Services, ASCEND, YOP, and San Antonio Education Partnership and the Human Capital Development Coordinator.

A number of issues emerged that suggest that the organization might benefit from a more formal and functional structure. Three different organizational charts were provided to the consultant team. It is important for an organization of this scope to have a single organizational chart that explains to employees how the organization works and where they fit in.

A large number of divisions report directly to either the Director or the Assistant Director. This arrangement produces considerable concentration of decision-making at the very top of the organization. The Director must be engaged in a host of operational matters that prevent him from focusing on broad, long-term issues. This overloads the department's leader, who cannot focus on strategic issues like grants procurement and overall planning for DCI.

DCI is an organization that derives a significant portion of its funding from categorical grants. However, there is no single area within DCI that is charged with seeking grants, so the grant-seeking function is dispersed throughout different areas of the organization. This dispersion makes it difficult to ensure that the process for identifying and pursuing grants is as efficient as possible or that it is congruent with the overall strategy of the organization. DCI should have a strategy to pursue the appropriate funding opportunities that are tied to the specific goals that the department sets. Otherwise, grants are pursued on a reactive rather than a proactive basis and may not be tied to specific goals.

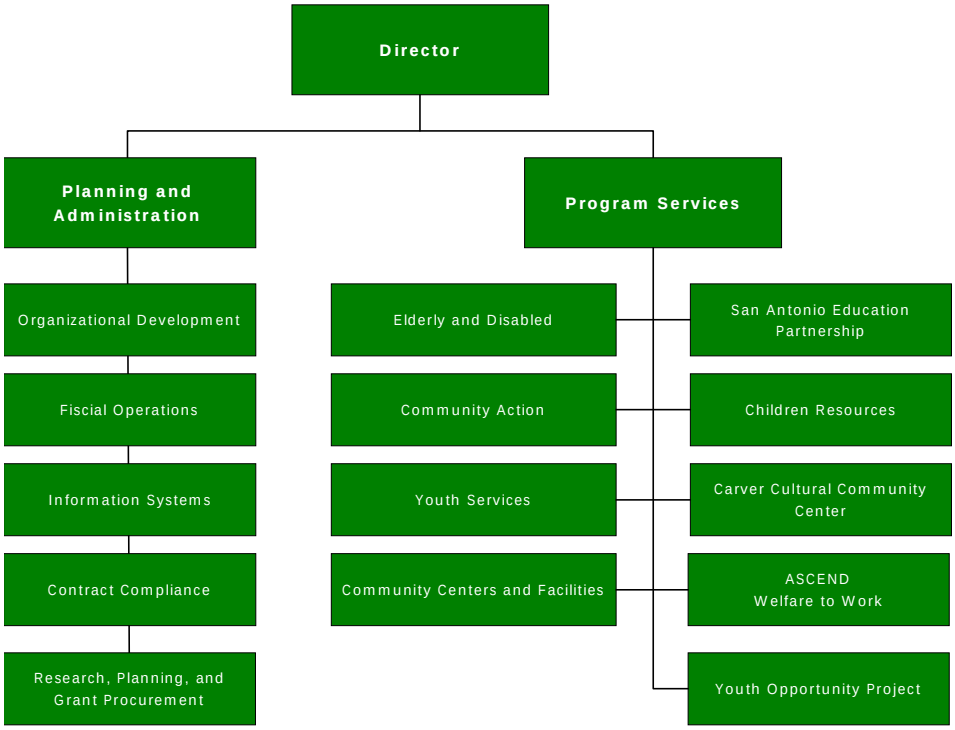
RECOMMENDATION

Recommendation 27:

Reorganize DCI to improve the effectiveness and efficiency of its functions, programs and management structure.

Exhibit 6-18 represents a proposed organizational structure for DCI to reflect this reorganization.

EXHIBIT 6-18
CITY OF SAN ANTONIO
DEPARTMENT OF COMMUNITY INITIATIVES
PROPOSED REORGANIZATION



DCI should organize into two large functional areas: Planning and Administration and Program Services. Both of these areas would have an Assistant Director who would report to the Director.

This reorganization would group similar services within functionally similar areas to strengthen coordination of activities, allow for more direct accountability regarding operations, improve service delivery, and reduce the number of staff reporting directly to the DCI Director.

The Planning and Administration area would group the main functions related to managing the department. These functions include human resources, information systems and budget, audit and quality assurance activities of a contract compliance office. Within the Planning and Administration area, there also should be a Research, Planning and Grants Procurement division that formalizes and coordinates the grant research and proposal-writing functions currently dispersed throughout DCI.

All programs that DCI operates on behalf of clients, including facilities and maintenance functions, and all the programs that are operated by delegate agencies and supervised rather than operated by DCI, would be grouped under the Program Services area.

The organizational changes described here, as well as recommendations on the following pages can all be accomplished using existing resources already within DCI.

FINDING

DCI has numerous documents that articulate its mission and vision. None of these documents, however, constitutes a complete strategic plan for the department. "Strategic Issues for FY 2002" is a document managed by City Council for all city departments on an annual basis. This document prepared by DCI summarizes the department's mission and the major programmatic areas that will be priorities for the next five years. These priorities are early childhood development, youth development, workforce development, literacy, welfare to work, long term job training, and community safety net.

What the document does *not* do is state DCI's specific goals for each of these areas or tactics to achieve those goals. Few of DCI's strategic documents articulate any goals for each of the programmatic areas, the major tactics for reaching those goals, or a timetable. These elements are fundamental to a formal strategic plan that the department can use to direct grant procurement and future initiatives.

DCI lists eight objectives in the budget document. These objectives are extremely broad and seek to provide services to many different populations. By casting such a wide net without establishing specific goals for each of the target populations, DCI is spreading itself too thin. DCI must make its goals more specific and measurable. Once the goals are determined, DCI can identify which tactics would be most helpful to allowing the community to reach specific goals. With specific goals in mind, DCI's grant procurement could also be much more focused.

RECOMMENDATION

Recommendation 28:

Develop a strategic plan with specific goals, strategies and tactics.

DCI staff should develop a formal and more comprehensive strategic plan that lays out the goals for the organization, the specific strategies that it will use to reach these goals, and the mechanism for measuring progress on goal attainment.

Strategic planning is a long-term, iterative and future-oriented process of assessment, goal-setting, and decision making that maps an explicit path between the present and vision of the future. Ideally, the strategic plan should be a formal document that communicates the organization's goals, directions and outcomes to various audiences. Most important, it must operationalize ways to measure the organization's success in achieving these goals.

A strategic plan should articulate goals and the specific tactics for achieving them within a designated timeframe. Clearly defined outcomes and outputs provide feedback that allow an organization to make plans for the future, allocate resources and make operating decisions. A strategic plan must be updated on a regular basis to monitor progress on goal attainment. It is important to communicate with key audiences on performance. In the case of DCI, these audiences include the Mayor, City Council, client and community groups, the general public and DCI's employees.

DCI currently provides a wide range different services to a variety of target audiences. After the strategic plan is completed, it should be possible to link each service provided to a specific goal.

FINDING

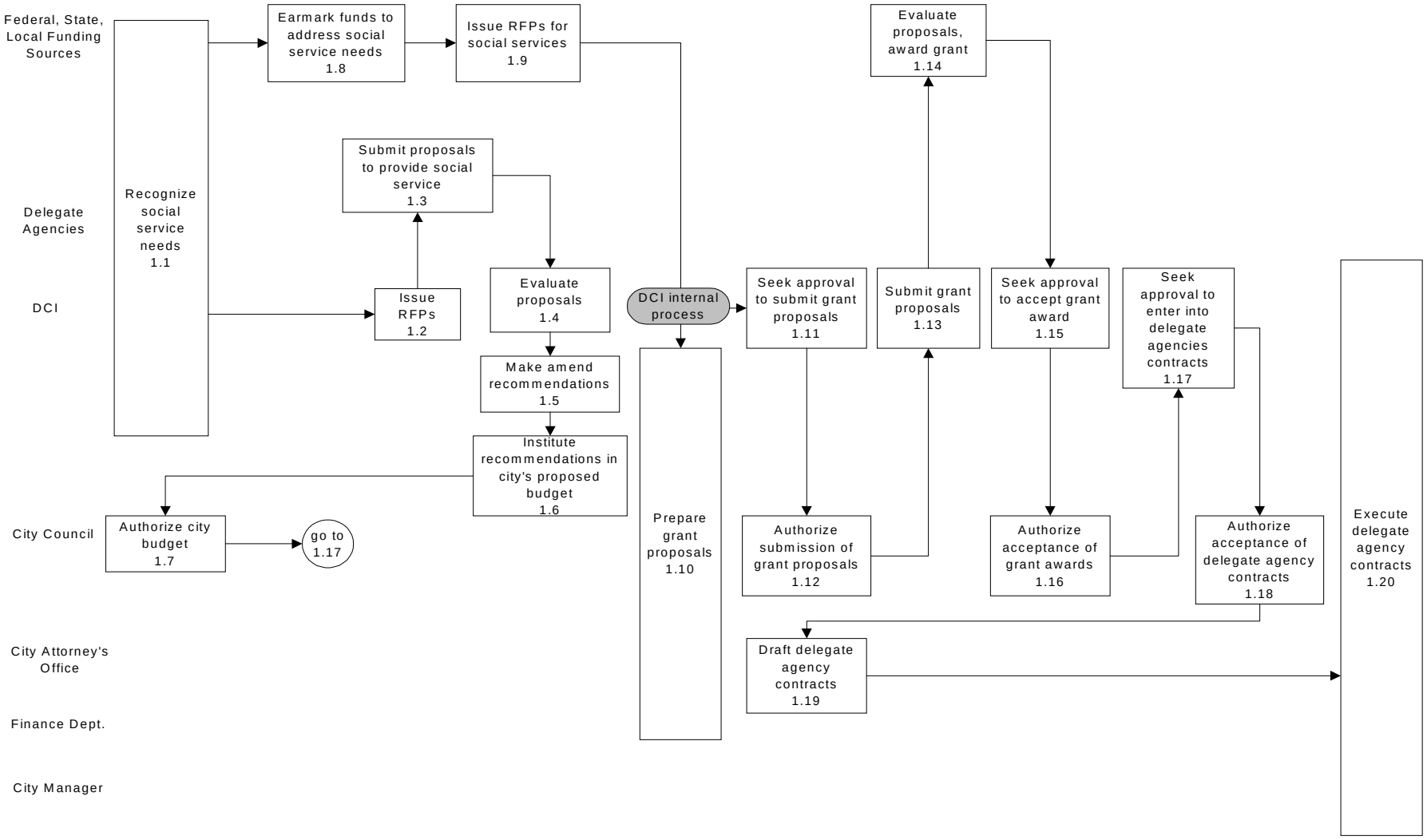
As stated in the annual budget FY 2000-2001, "the overall objective of DCI in seeking and securing grants is to collaborate with agencies to leverage resources that allows the department to address community needs and issues in a coordinated and comprehensive manner." However, neither the budget nor any other written materials make explicit DCI's grant seeking strategy. Without a clear focus on what types of grants to pursue, DCI risks losing its focus and ability to manage itself in an effective and efficient manner.

The internal grant-seeking process is informal. DCI has no written policy or formal process to evaluate different grant opportunities. Management and program staff reported to consultants that many different people within different areas identify requests for proposals or other mechanisms to pursue additional funding. Individuals use multiple sources such as the *Federal Register*, the Internet, professional associations, community groups and word of mouth.

Once grant opportunities are identified, DCI staff presents this information to the Director. Depending on the size of the grant and the work associated with preparing the proposal, a group might convene to discuss whether it makes sense to pursue a particular grant and whether the grant is consistent with DCI's mission. At other times, the decision might be made on the spot and the grant-writing responsibility assigned to appropriate staff. At times, program staff provides assistance on grant writing, but most proposals are prepared within either the Office of the Director or the diverse of Fiscal Operations.

The current grant procurement process, including grant-seeking and delegate agency contract execution, is mapped out on the following page:

EXHIBIT 6-19
DEPARTMENT OF COMMUNITY INITIATIVES GRANT PROCESS MAP
DELEGATE AGENCY CONTRACT EXECUTION



Source: City of San Antonio, MGT of America, Inc.

Funding authorities play an important role in creating grant opportunities for DCI. Federal, state and local authorities recognize social service needs (1.1), earmark funds to address social service needs (1.8), and issue requests for proposals to provide social services (1.2) to the community.

DCI is responsible for preparing and submitting grant proposals (1.10-1.13), together with other key departments within city government. Often, DCI will issue requests for proposals for delegate agencies to provide social service (1.2). DCI must evaluate grant proposals from delegate agencies (1.4) and execute delegate agency contracts to provide social services (1.30), provided that the appropriate approvals have been provided by City Council. Throughout this process, City Council authorizes submission and acceptance of grants (1.12 and 1.16).

This action by City Council is routine and not a systematic evaluation of each grant opportunity. That evaluation is the responsibility of DCI, where it is currently conducted informally.

RECOMMENDATION

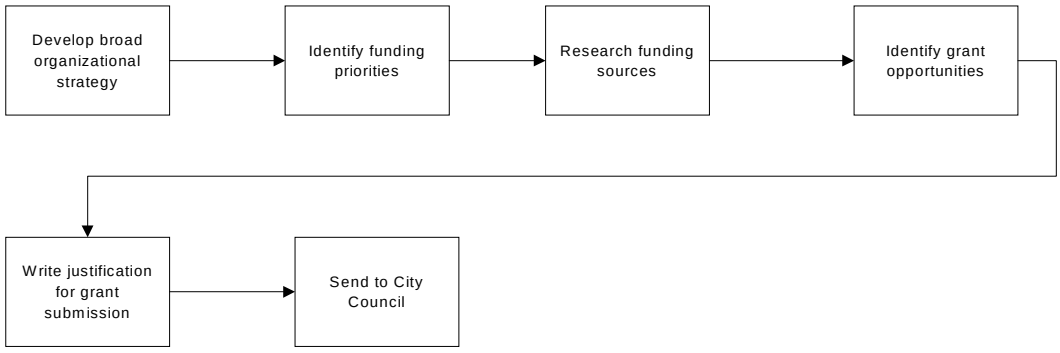
Recommendation 29:

Replace the existing DCI informal grant procurement process with a formal process that aligns with the department's strategic plan and requires a written justification before pursuit of a grant proposal.

In addition to submitting a formal request to City Council, DCI should develop an internal process whereby it justifies each potential grant to ensure that it is consistent with the goals and strategies that the department has set for itself. This new process, which is represented in a shaded box on the previous process map and entitled "DCI internal process," is described in greater detail below:

EXHIBIT 6-20

DCI New Internal Approval Process



The strategic plan should articulate the broad organizational strategy that begins the process. Once goals are established and articulated, DCI can identify specific funding priorities. Researching funding sources will be more efficient and focused once the department's priorities are clearly established. Once the appropriate grant opportunities are identified, DCI should develop a brief statement that justifies pursuing each option. This statement can accompany the request for authorization provided to City Council.

FINDING

DCI estimates that it will receive $91.9 million from 26 categorical grants during the current fiscal year. These grants are from local, state and federal sources. As in other years, this sum represents a large percentage of DCI's total budget. More than any other city department, DCI relies on grant funding to help fulfill its mission. No single area or department within DCI is responsible for seeking grants. This function is dispersed throughout the organization.

Consistent with the informal process to procure grants, DCI does not currently track the number of grants it pursued in any given year. According to DCI, last year the department pursued approximately ten grants and won a majority.

RECOMMENDATION

Recommendation 30:

Charge the proposed Research, Planning and Grant Procurement division within the Planning and Administration area with all activities related to grants procurement for DCI.

As an entity that relies heavily on outside sources of funding, DCI should have one division responsible for pursuing grants on its behalf rather than dispersing this function across a large number of individuals, divisions and programs. This arrangement will make a single area accountable for ensuring that DCI seeks grants that are consistent with its mission. This area should not work in isolation and should consult with experts who work in other areas of DCI, such as Program Services area. However, making one area accountable to the Director for all grant-seeking activity would help ensure that DCI will focus on the key areas that allow the organization to obtain grants that are consistent with its mission and vision:

The Research, Planning and Grant Procurement division would:

- Research grant opportunities in a coordinated and thorough fashion with minimal duplication,
- Track funding cycles,
- Evaluate grant opportunities on a consistent basis,
- Become a single point of contact within DCI for grant-related issues,
- Write proposals in a consistent manner, and
- Write requests for proposals for delegate agencies.

FINDING

Currently, DCI manages and operates numerous programs. An inventory prepared by the department catalogued several human development services, ranging from childcare to elderly care to GED preparation. For all of its programs, DCI:

- Identifies community needs,
- Plans and develops programs,
- Secures program funding,
- Performs planning and budget functions,
- Delivers services,
- Evaluates program effectiveness and efficiency,
- Ensures contract compliance, and
- Reports program performance.

Local human development agencies and their sources of funding are changing, and these changes inevitably affect their ability to provide services. Many local, state, and federal funds to address human development needs are becoming more categorical and restrictive. Other funds are being cut. Yet, homelessness and poverty continue to occur, and new challenges, such as increasing work force skills, are also emerging, particularly in certain geographic areas of the San Antonio. DCI, as the local human development agency, can be extremely effective in monitoring these issues, planning programs to address the community's challenges, and monitoring progress.

Increasingly, many local social service or human development agencies across the country are shifting from the resource-intensive activity of delivering actual services to the more challenging task of planning for and monitoring the progress of programs designed to address their community's needs. This is particularly apparent as nonprofit and nongovernmental service providers have expanded their operations to address the needs of the safety net population. Local human development departments that have transitioned from direct care delivery to planning and monitoring activities have a distinct advantage over their traditional counterparts in that they are solely focused on generating solutions for their community. These transitioned organizations are also more effective at quickly directing limited resources to emerging problems, because they do not have a vested interest in maintaining existing programs that may be less effective and less necessary to the community.

While DCI has begun to move in the direction of more planning and contracting, in some areas, it still operates in some ways as a traditional governmental entity that attempts to be a community safety net and provide services to meet all community needs. Service delivery is an integral part of the safety net that DCI provides. However, the intensity of service delivery can overshadow critical planning and evaluation functions. At least 50 percent of DCI's staff are involved with direct service delivery and tied to categorical grants. DCI is always seeking new grants to continue providing services and shifting existing staff to provide services under new categorical grants.

RECOMMENDATION

Recommendation 31:

DCI's should continue revising its organizational focus to planning, grant procurement, and monitoring.

In order to address San Antonio's human development needs most efficiently and effectively, DCI should continue moving away from providing direct services and transition to contracting with nongovernmental providers for most services. It should focus on three main functions:

- Planning,
- Grant Procurement, and
- Monitoring/Quality Assurance.

High-level planning is a critical component of addressing community needs. DCI should play an important role as the organization in San Antonio that examines demographic and economic trends, changing funding priorities at the state and federal levels, and the organizations in the community that address those needs. Analyzing this information will ensure that San Antonio fully understands and anticipates community needs as well as identifies appropriate service providers.

With a solid understanding of its community's needs, DCI can move forward with a targeted grant procurement strategy to secure funds. These funds should be funneled to local service providers who participate in a competitive bidding process.

The third main function for DCI would be to monitor the programs operated by local service providers. DCI should pay special attention to outcome measures to ensure that the programs are accountable, efficient and working to accomplish the established community goals.

KINDERGARTEN READINESS PROJECT

The Kindergarten Readiness Project is a concept that developed directly out of a collaborative process of the Better Jobs initiative. Through a set of guidelines, it aims to encourage the community-at-large, parents, family members, and providers of care to ensure that children are ready to learn when they enter school. The premise of Kindergarten Readiness is that what children learn before entering school has a big effect on how well they do in school. This, in turn, will have a great impact on how successful they are as adults, all of which leads to a better economy and a better quality of life for all San Antonians.

A major component of the program is providing linkages between specific childcare centers (pre-schools) and the elementary schools those centers feed into. By facilitating professional relationships between the faculty and staff of the respective sites, the childcare staff will have a better understanding of the academic readiness needs of the children moving to kindergarten, and be able to better prepare them to succeed in school.

BACKGROUND

The program is very new, with its initial implementation phase just having been undertaken in October 2000. It is administered by the Department of Community Initiatives. DCI contracts with six delegate agencies for FY 2001 to carry out the goals of the project. A second Request for Proposals was issued this year to select delegate agencies for the second year, beginning October 1, 2001.

The six delegate agencies are Positive Beginnings, Inc., KLRN (public television), Family Service Association, Avance, Northside Independent School District, and the YWCA. The project is carried out by the delegate agencies in thirteen elementary schools, with two feeder early childhood centers each. These schools and their respective childcare centers represent the entire cross section of City Council member districts.

The responsibilities of the delegate agencies are to:

- ensure collaboration between the elementary schools and their respective preschools, to ensure the goals of the project are carried out;
- provide technical assistance and training to childcare center staff to help them understand kindergarten readiness guidelines;
- execute a parental education component, such as conducting workshops on the kindergarten readiness guidelines;
- conduct community outreach, to spread the word about the guidelines through brochure distribution; and
- impact neighborhood businesses to obtain their support for the project as well.

On May 3rd, the project also unveiled a media campaign, *Early On,* to disseminate the project's message beyond the delegate agencies schools/neighborhoods, and into the entire San Antonio community. The campaign, developed in partnership with delegate agency KLRN and Bromley Communications, features public service announcements on radio and television, as well as print materials.

Budget

The original budget for the program in FY 2000-2001 was $812,772 in city general revenue funds. According to program staff, four sites were later added by the city to the ones originally planned, requiring a program budget increase of $240,000 from the city's general fund transfer account. The salary for the project director position is approximately $60,000 from a Quality Improvement Activity award from the Childcare Delivery System (CCDS) of the City's Children's Resources Division. The part time contract monitor for the project is funded out of a line item for temporary employees in the City's general fund budget that supports the Resource & Referral Program of CCDS. No specific dollar amount was budgeted for Kindergarten Readiness in the line item, but City staff estimates the amount to be approximately $10,500 for this fiscal year.

Staffing

DCI has two staff dedicated to the project: a full time project director and a part time contract monitor, who is a contract employee. There are no other City employees solely dedicated to this program. The delegate agencies each have staff dedicated to the project.

Performance Goals and Outcomes

In its Kindergarten Readiness Implementation Strategies, the project lists its outcomes as:

- increased awareness on the part of parents;
- improved communication between early childhood providers and elementary school staff;
- increased expectations on the part of the early childhood provider systems; and
- improvement of student data at the elementary schools, especially in the third grade TAAS.

The delegate agencies, as part of their finding application to DCI, submit a performance impact plan listing their planned outcomes and proposed performance measures. They submit a monthly reporting form that is reviewed to maintain their program toward achieving their performance impact plan. The agencies also receive one monitoring visit from the contract monitor during the contract year. In addition to reviewing their records and documentation, the monitor observes one project activity conducted by the delegate agency. After the visits, the monitor sends the delegate agencies a letter providing feedback on the visit, and recommending any operational changes needing to be made. Visits are expected to be conducted to allow enough time in the contract cycle to make any changes that could affect the success of the project.

FINDING

The concepts the project promotes are excellent and commendable. However, the project is too loosely structures. Delegate agencies have broad discretion in how they meet the project goals, making it likely that there will be inconsistencies when trying to measure project outcomes. There is currently no specific curricula being developed for any of the program components. While program staff says the need for such curricula has been contemplated, there are no timelines to develop any.

RECOMMENDATION

Recommendation 32:

Immediately set a timeline to implement specific curricula that meet the kindergarten readiness guidelines.

The curricula should include components that meet the guidelines in all delegate agency childcare centers, training modules for the parental education component, and training modules for the childcare staff training component. Curricula may be specifically developed for the project. If existing curricula is found that meets any or all of the components, the project may opt to adopt such curricula rather than developing its own.

CHILDREN'S RESOURCES DIVISION

Children's Resources is a division of the Department of Community Initiatives. The division operates two programs: the Childcare Delivery System (CCDS, formerly known as the Childcare Management System, or CCMS) and the Resource and Referral Program.

BACKGROUND

CCDS provides subsidized childcare for persons working or in training who meet certain criteria. It also provides childcare assistance for Child Protective Services Referred children, childcare for teen parents and childcare for disabled children up to age seventeen. Its service area includes the City of San Antonio, Bexar County and eleven surrounding counties.

The program serves income eligible males and females, such as Temporary Assistance for Needy Families (TANF) or food stamp recipients, who are working or in training. The adults are recertified every six months to determine continued program eligibility, but can stay in the program as long as necessary, provided their children are thirteen years old or younger.

CCDS operates a seamless system for these clients. As the client moves through job training program(s) and on to employment, the program administers the changes in funding mechanisms for childcare, while the care remains intact for the family.

Children's Resources Specialists (intake staff) determine income eligibility for program participation. For CHOICES program clients, the Workforce Centers determine eligibility.

There is an emergency assistance program, Our City Cares, that provides short term care for children who face a gap in care. Through this effort, the seamless system of care is maintained in special case situations.

Children's Resources sees itself as a broker. According to program staff, others in San Antonio refer to and provide childcare, but none provide the seamless system where funding streams follow the client and are managed by program staff with no disruption in childcare for the family.

There are presently approximately 12,000 children in care under this program in its service area. Approximately 86% of these are San Antonio/Bexar County residents.

The childcare providers are vendors of the division. Any childcare provider can be a vendor as long as they are not on corrective action with the Texas Department of Protective and Regulatory Services (TDPRS). Vendors operate under annual contracts with the division, with annual monitoring. The number of vendors fluctuates monthly, with approximately 500 currently providing services.

There are two ways a childcare provider can become a vendor: a parent can choose any provider they wish, and that provider then becomes a vendor; or, an interested provider can attend an orientation session and complete an extensive application. The division's vendor staff will visit the site. If approved, a vendor contract is executed with the provider. The vendors designated in this manner must be licensed or registered childcare providers, and are placed on the program's referral list.

If a parent self selects a provider that is not a vendor, that provider also is required to attend an initial orientation and complete required paperwork. A parent also may decide on self-arranged care by a designated relative, such as a grandparent, aunt or uncle. These caregivers must attend an orientation, learn how to complete required vendor paperwork, and are required to attend at least eight hours of training in basic safety procedures identified by TDPRS.

While the program's philosophy is that of total parental choice, the program does educate parents on important quality characteristics to look for when selecting a provider.

Another program component of CCDS is the Quality Improvement Activities program. The program provides equipment, scholarships and training to childcare providers to improve the quality of care they are delivering, thus ultimately raising the caliber of the childcare industry in San Antonio. The program is open to any childcare facility, not just CCDS vendors.

The Resource and Referral Program is available to any person who contacts the program. It is a telephone and Website system to match parents with potential childcare facilities for their children. Unlike CCDS, the service is not income based, therefore anyone can utilize its services. The program maintains a database of every licensed childcare facility in its 34 county service area. Last fiscal year, 6,000 callers used the program.

The division is also responsible for overseeing the Head Start Program for the city, who is the federal government's grantee. The City subcontracts with Parent/Child Inc. to administer Head Start.

Budget

The budget amount for CCDS starts at approximately $26,000,000-$28,000,000, which is a base allocation from the state. The allocation is based on estimates until the federal funding allocations are passed down to the state at the start of the federal fiscal year, and the amount is adjusted based on the actual federal allocation. As the year progresses, the state can certify expenditures and draw down more monies reallocated from areas not expending all of their allocations. Last year the amount San Antonio received reached a maximum of $40,000,000. This year it currently totals $32,749,317. The funding is passed through the workforce boards from the Texas Workforce Commission (TWC).

The funding for the Quality Improvement Activities program is $986,580, passed through AWD from TWC.

The city also contributes $1,200,000 from its general fund transfer account to CCDS. The division uses these funds as a match to draw down more state dollars, which enables them to keep waiting lists lower than would otherwise be possible.

The Resource and Referral Program and Our City Cares programs are funded by city general revenue. According to program staff, the funding for the Resource and Referral Program is $398,398, from the general fund transfer account. Up until this year, the program had been exclusively funded by the city to serve 28 counties. This year, an additional $173,550 was added to the budget from the newly established childcare state network, the Texas Association of Childcare Resource and Referral Agencies. These funds were utilized to add six more counties to the program's service area. Funds for the new state network are from TWC.

The total funding for Our City Cares is $50,000.

According to division staff, it costs the city an average of $3,500 a year to provide childcare for one child. This amount varies based on the age of the child, the fees charged by the center, and whether the parent pays a portion of the childcare costs.

Staffing

The division's organizational chart and position summary lists a staff of 109. Ten are Resource & Referral program staff; the balance of staff works for CCDS. The majority of the CCDS positions staff the client services section:

- A supervisor;
- Childcare resource specialists (intake-eligibility);
- Data resource clerks (maintain waiting list);
- Records clerks (files);
- Vendor management staff;
- A monitor for contract compliance; and
- Accounting staff.

Performance Goals and Measures

The division submits required monthly performance measurement reports to DCI for both CCDS and the Resource and Referral programs.

Alamo Workforce Development (AWD) conducts monthly monitoring of vendor and client files, through random sampling of files. Required monthly reports are submitted to AWD for CCDS activities, including the Quality Improvement Activities program. The state sets certain performance standards for the latter, such as the number of individuals to be trained monthly and the minimum number of designated vendors CCDS must have.

The CCDS program conducts an internal monthly performance measurement review. The review includes such items as the number of clients coming in, how many are being placed, and how many have left due to attaining self-sufficiency.

Measurement is also done on vendors. Items reviewed include how many are in the system, how many have attained "designated vendor' status, and whether any are on corrective action.

Accounting is also tracked, especially whether checks are being issued to vendors in a timely manner.

The division also uses feedback surveys for client services, vendor management and accounting.

In an effort to meet or exceed any monitoring standards of performance, intake specialists conduct internal random sampling of files on an ongoing basis. Additionally, one staff position is dedicated solely to monitoring files. Any compliance issues are then handled in staff training.

FINDING

The seamless delivery of childcare services is an outstanding example of client centered services.

COMMENDATION

The city recognizes and addresses the need to provide childcare assistance to its citizens who are attempting to move into the workforce, as well as for those in training to increase their skills in order to move into better jobs.

The division is commended for its focus on keeping the clients' best interests first, and for delivering the service in an efficient manner. This occurs with a minimum of disruption to the clients as they move through the various job training programs on their path to achieving self-sufficiency.

FINDING

The city has implemented a "mystery shoppers" program for all city departments. Citizen response cards are sent directly by the individuals to the city manager's office. The office, in turn, shares feedback-both positive and negative-with the program.

COMMENDATION

The city's "mystery shoppers" program has provided valuable feedback to division staff.

Division staff report finding this feedback very beneficial. They feel hearing the positives boosts morale and raises their awareness on areas where they are meeting client expectations. They use the other feedback to assess ways they can improve their services.

FINDING

The philosophy of CCDS is that of total parental choice in their selection of childcare providers when they respond to childcare placement inquiries. This philosophy empowers parents in one of the most important decisions they have - caring for their children.

CCDS lists five care levels of providers: 1) accredited childcare (by the National Association for the Education of Young Children (NAEYC); 2) designated vendors (certification by the Texas Workforce Commission, akin to national accreditation; 3) licensed (by TDPRS); 4) registered (by TDPRS); and 5) listed family homes (with TDPRS). NAEYC and designated vendor providers meet specific standards and more stringent criteria than other providers. Licensed and registered caregivers are two tiers of TDPRS designation that can be awarded to caregivers. Listed family homes are those that provide care for 1-3 children who are not related to them. Listed family homes are not inspected by TDPRS childcare licensing staff.

RECOMMENDATION

Recommendation 33:

Respond to childcare placement inquiries with information that helps parents select the highest quality of care available to them.

The philosophy of total parental choice should be balanced with the Better Jobs goal of striving for increased quality of childcare for all San Antonio children. Through its education of parents as to how to evaluate quality when selecting a provider, CCDS should strive to encourage parents to, whenever possible, select the highest in quality available to them: NAEYC providers and designated vendors first, followed by licensed providers, registered providers and listed homes.

RECOMMENDATION

Recommendation 34:

Revise CCDS brochure to list highest quality vendor first.

The section of the CCDS brochure Selecting Quality Childcare titled "What Are The Options?" should be redesigned to list the provider levels from top to bottom tier (accredited, designated vendor, licensed, registered, and listed) as opposed to the reverse (listed, registered, licensed, designated vendor, accredited), as it is currently presented.

SAN ANTONIO EDUCATION PARTNERSHIP

Established in August 1988, the San Antonio Education Partnership (SAEP) is a non-profit organization whose mission is to encourage students to stay in school by providing scholarship incentives if they graduate with a 95% attendance rate over four years of high school and an 80% academic average over the last three years of high school.

The SAEP is a 501(c)(3) corporation, with a board of directors made up of representatives from the private and public sectors, who work in partnership to meet the goals of the organization. The City of San Antonio is a major public sector partner.

BACKGROUND

The essence of the SAEP remains the same today as when it started. Students in participating schools are asked to sign a commitment form signifying their agreement to attain the standards referenced above. If they do so, they receive a scholarship that can be used at a local San Antonio college or university for up to eight semesters. Scholarship amounts vary depending on the type of institution attended: $1,000 per year at a private four-year university, $500 per year at a public four-year university, and $350 per year at a two-year college.

These local scholarship incentives increase the chances that the students will stay in the city and become productive and contributing members of the local community.

SAEP is currently in 15 of the community's 29 high schools. The program is comprised of three basic services that serve as a system of incentives, motivation and support for the students in attaining the graduation goals:

1. Partnership Awareness is aimed at faculty, students and parents as a variety of informational activities geared to encourage the students to commit to the partnership criteria by signing the commitment form. Staff from SAEP assigned to the schools where the program is offered (known as "partnership advisors") participate in activities such as classroom presentations, parent meetings, school assemblies and orientations. Additionally, advisors use tools such as newsletters, pencils, pens, brochures and school-specific information to convey their message. In school year 1999-2000 the total number of students participating in partnership awareness activities in the ten high participating schools was 678. An added feature implemented for this program component in 1999-2000 was the formation of *partnership ambassador groups* in each of the ten high schools. These groups of twenty 9^{th}-12^{th} grade students help the partnership advisors conduct outreach with fellow students.

2. Stay in School activities are geared to eighth graders in feeder schools, and ninth and tenth graders in partnership high schools. Activities include distribution of career information packets, speakers in classrooms and assemblies, and recognition activities for those meeting the 95% attendance rates. Forty-nine of these activities were conducted in 99-00.

3. Pre-College Preparation is geared toward juniors and seniors, with an emphasis on the latter. The partnership advisors help students with college enrollment preparations. These services include SAT preparation assistance, other scholarship searches, completing college applications, and college tours in collaboration with all four community colleges and other colleges and universities in San Antonio. These institutions also come onto the high school campuses to advise and register students. SAEP also provides assistance with seeking other sources of financial aid, such as Pell grants, and with filling out the applications. In 99-00, 175 pre-college preparation activities were conducted.

Partnership advisors also conducted 15,758 attendance and grade advising sessions and conducted follow up on 1,318 high school graduates. (most of the latter two activities are one-on-one).

Program Results and Achievements

Since 1989, 57% of all graduating students have met the partnership criteria in the ten schools where the program is fully operational, (five schools added in the 00-01 school year are serving twelfth graders only this first year), versus 19% in those same schools prior to the implementation of the program. TEA single year dropout rates have gone from 14.1% to 3.1% in these same schools. The graduation rate has gone from 81% to 92%. All the partnership schools have increased TAAS scores, with the overall increase greater than the state average increase. Two-year college partnership students are retained at a higher level than all other students in the two-year colleges are. Approximately 77% of all partnership college students complete the first year of college. 969 students have completed a program of study and received over 1,100 certificates, associate's and bachelor's degrees.

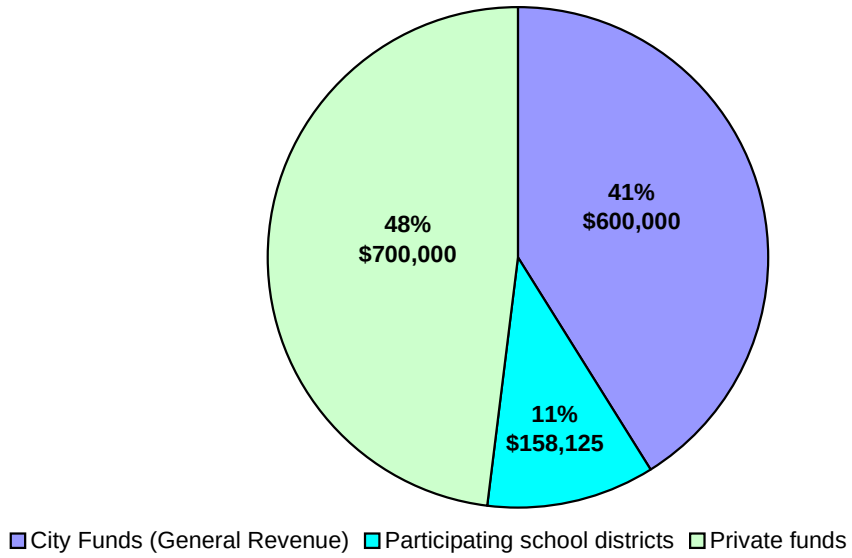
Budget

According to the executive director of SAEP, the annual operating budget for 2000-2001 is $1,468,125. Of this amount, $600,000 (41%) is funded by the city with general revenue funds that cover twenty staff positions and a portion of the program services. Eleven percent ($158,125) is contributed by the participating school districts to assist with a portion of staff salaries and program services. Forty-eight percent ($700,000) is private funds, which covers three staff positions, the administrative costs of operating the non-profit corporation and the scholarship dollars. Office space, telephones and utilities are an in-kind corporate donation with a market value of approximately $20,000 annually.

Scholarships are presently funded completely by private donations-corporate, business, individual and special events, with the exception of a one-time city donation of $650,000 made this fiscal year to fund scholarships for eligible students from the class of 2001. The scholarship fund gave out close to $525,000.00 to eligible students in 1999-2000.

The 1999 independent audit of SAEP revealed cash assets of $2,100,000 on July 31,1999, largely due to investment growth. Currently, there are $2,760,000 in scholarship commitments outstanding to students beginning with the 99-00 ninth grade class which will require scholarship funds through the year 2008.

EXHIBIT 6-21
SAN ANTONIO EDUCATION PARTNERSHIP



Source: San Antonio Education Partnership.

Staffing

SAEP has a staff of twenty-three. The executive director, senior secretary and development associate are paid with private funds. The balance of the staff (one program director, one program coordinator, fifteen partnership advisors - one at each of the partnership schools- one data clerk, one administrative assistant and one follow-up coordinator) are funded by the City, the contributions from the school districts as well.

Performance Goals

Performance goals are established annually and final reports are presented to City staff and the SAEP board in the fall. The goals for the 2000-2001 were set as:

- 94% of all high school students will commit to program goals;
- 97% of high schools seniors who made the commitment will graduate;
- 60% of all seniors who signed commitment forms will achieve Partnership criteria;
- 60% of all Partnership eligible graduates will attend college full-time; and
- 70% of graduates qualified for scholarships in positive outcomes (follow-up conducted after graduation if they are in college, the military, gainful employment, etc.).

The impact of SAEP is documented in two ways: 1) through establishment and monitoring of annual performance measures through the City's Performance Impact Plan, and 2) through review and analysis of overall impact data such as dropout figures, attendance rates, school TAAS scores, and college enrollment and graduation numbers.

SAEP annually submits a Performance Impact Plan to the Department of Community Initiatives. The plan is the same one, on the same form, as that submitted by delegate agency funding applicants to DCI. Like the delegate agencies, SAEP submits a monthly report to DCI that is measured against their Performance Impact Plan, to gauge their progress in meeting their performance goals.

FINDING

The San Antonio Education partnership is an example of a strong public/private partnership. The percentage of students meeting partnership criteria in the ten high schools fully served by the program has increased to 57% from 19% the year before the program began. The graduation rate in the ten schools has increased from 81% to 92%, and 969 graduates have completed a course of study and received 1,100 certificates, associate's and bachelor's degrees.

COMMENDATION

The public/private partners that make up the San Antonio Education Partnership and their collaborative efforts and accomplishments have produced a more educated and better-trained workforce in San Antonio.

These partners represent five major groups: the City of San Antonio, the corporate community, the Industrial Areas Foundation (COPS/Metro Alliance), San Antonio colleges and universities, and San Antonio public schools.

FINDING

Without planning increased fund raising activities, the SAEP risks the demand for scholarship funds outpacing its ability to pay out scholarships.

With every high school student in the partnership high schools a potential scholarship recipient, and with the incrementally continuing success of the program, demand could one day well exceed the ability to award scholarships, if careful planning and projections for the future are not undertaken. For 2001-2002, for example, the total number of students targeted for SAEP is approximately 25,000. Already, the organization has $660,000 more in scholarship commitments outstanding than the total in cash assets on hand reported in its 1999 independent audit.

Program staff reports that time constraints and other staff duties present obstacles to seeking new sources of funds to grow the donor base. In fund development, staff is primarily focused on maintaining their current donors, which includes the time involved to prepare annual funding proposals/requests to those donors. The full-time development associate's duties are primarily marketing, newsletter duties, and special events. The executive director is responsible for the balance of fund development responsibilities, in addition to his other administrative duties.

Two private colleges (Incarnate Word and Our Lady of the Lake) are matching SAEP's scholarships dollar for dollar for partnership students attending their institutions. These matches are specifically designated as partnership matches by the colleges. While the other area colleges are assisting partnership students as well, they are not designating their assistance specifically to the partnership.

To ensure the integrity and financial viability of the program, the SAEP board must develop plans to grow their scholarship fund at the same rate they are growing schools and eligible participants.

RECOMMENDATION

Recommendation 35:

Contract with a professional fund development consultant to assist in researching potential new donors and to prepare proposals and funding applications.

A compensation system should be negotiated with the consultant that will result in the consultant receiving compensate on a structured incentive basis for any in new funding brought to the partnership. The compensation structures should be structured with incentives levels that increase compensation as additional new dollars are brought into the partnership. The consultant should only be paid for clearly new dollars that are raised for new donors**.**

RECOMMENDATION

Recommendation 36:

Link access to the city's Higher Education Authority bond funds to scholarship contributions.

For a higher education institution to be able to use the authority's lower rate borrowing ability, it must commit to contributing a certain amount of dollar for dollar scholarship match contributions specifically designated for partnership students.

LITERACY SERVICES DIVISION

BACKGROUND

The City of San Antonio Department of Community Initiatives (DCI) Literacy Services Division operates the city's adult literacy programs, including English as a Second Language (ESL), Adult Basic Education (ABE), Graduate Equivalent Degree (G.E.D), and citizenship preparation.

The Literacy Services Division consists of:

- The Literacy Services Administration,
- Learning & Leadership Development Centers (learning centers or LLDC), and
- The 225-READ central referral service hotline.

The goal of the division is to reduce literacy rates in San Antonio and assist people in becoming self-sufficient. The DCI budget plan indicates that there were 227,920 functionally illiterate adults in San Antonio in FY 2000-2001. This represents approximately 27 percent of the population of San Antonio. During interviews, the Literacy Division stated that it served over 11,000 San Antonio residents last year.

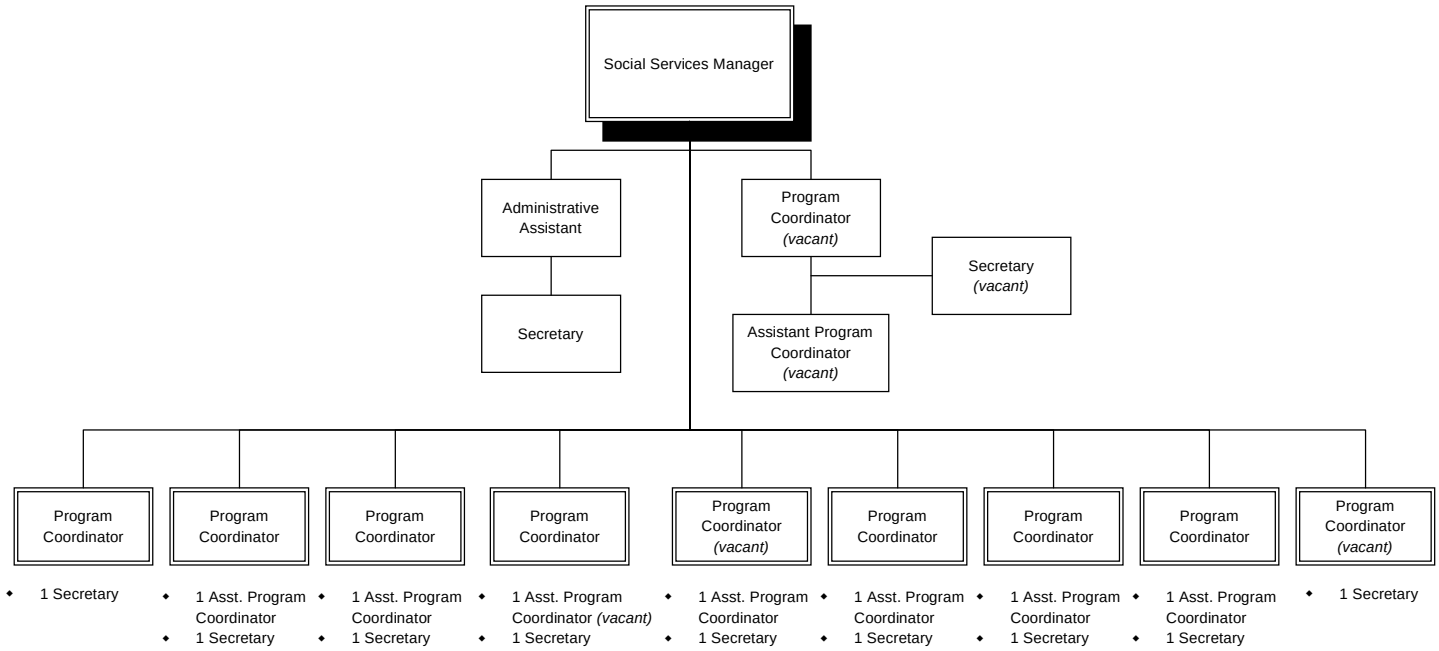
Organizational Structure and Staffing

The Literacy Services Division is currently staffed with 25 full-time equivalents (FTE) positions. This figure does not include class instructors, of which there are currently 101. Class instructors at each learning center are staffed by Region 20 Education Service Center and San Antonio ISD, who serve as contract employees to the Literacy Division.

Each learning center is staffed with 3 FTEs; a program coordinator, assistant program coordinator, and secretary are responsible for the services and activities at the learning center.

Exhibit 6-22 displays the division's organizational structure:

EXHIBIT 6-22
LITERACY SERVICES DIVISION



Source: Dept. Community Initiatives, 2001

Budget and Funding Sources

The Literacy Services Division is funded by three sources: the city general fund, San Antonio ISD (SAISD), and the Region 20 Education Service Center. Total funding in FY 2000-2001 from these three sources was approximately $1. 7 million.

Exhibit 6-23 illustrates the FY 2000-2001 city general fund allocations for the Literacy Services Administration, 225-READ referral service hotline, and seven learning centers.

EXHIBIT 6-23
Literacy Services Division
City General Funds for FY 2000-2001

Literacy Services Division	Total Funding
Literacy Services Administration	$224,063
Central Referral Services	74,284
Fr. Albert Benavides LLDC	117,467
Bob & Jeanne Billa LLDC	105,825
Columbia Heights LLDC	129,547
Margarita R. Huantes LLDC	129,116
St. Mary's LLDC	105,396
St. Philip's LLDC	132,679
Willie C. Velasquez LLDC	128,735
General Fund	**$1,147,112**

Source*:* Literacy Division, April 2001.

The Literacy Services Division also receives funding from the SAISD and the ESC Region 20.

SAISD provided $427,585 to five learning centers (St. Philip's, Huantes, Velasquez, Billa, and St. Mary) and anticipates allocating approximately $400,000 for FY 2001-2002. The Region 20 Education Service Center provided approximately $160,000 for FY 2000-2001 in instructional staff and materials for the Benavides and Columbia Heights learning centers.

Performance Goals

The Literacy Division is required to submit monthly performance reports to the DCI management team. The central referral system, and each LLDC report input, fiscal, output, efficiency, and effectiveness indicators.

The number of unduplicated clients is also reported by entry level and by council district for each month. The central referral center must report a different set of output measures including the number of referrals made to literacy classes, volunteer referrals, follow-up calls completed, and follow-up calls attempted.

Current Partnerships

Several of the individual learning centers have developed partnerships with local organizations to maximize their reach and effectiveness in the community. The Better Career Program (BCP) is one example. The BCP partners with local employers to improve the workplace skills of adult learners through life skill classes, intensive job counseling, motivational sessions, financial literacy and job placements for participants who have a limited work record. The BCP requires participation for five weeks, 40 hours per week, and works with a broad range of San Antonio employers to place participants in jobs. Since the program was created, 57 students have completed the program, and over 91 percent have been placed in jobs. Currently, 15 students are enrolled in the BCP.

Other organizations involved in the BCP include:

- The DCI Community Action (places caseworkers at the Benavides LLDC for BCP clients),
- The Texas Workforce Centers (refers clients to the BCP), and
- ESC Region 20 (finances the instructional staff and materials for the BCP).

Other examples of partnerships include:

- The Alamo Area Community Information System is working with the Huantes LLDC to establish a "Community Technology Center." To date, 60 students, including 29 TANF recipients, have completed technology-training programs at the learning center;

- The Huantes LLDC collaborated with Avenida Guadalupe United for Action (AQUA) and 56 community-based agencies to create a cross-referral network and conduct community presentation on available services;
- The Huantes and St. Phillips LLDC administers the "Literacy for Life" program, which is co-sponsored with the Tourism Council; and
- The St. Mary's LLDC offers a food industry program developed with the San Antonio Restaurant Association.

LITERACY SERVICES ADMINISTRATION

The Literacy Services Administration provides staffing support to the *San Antonio Commission on Literacy* (SACOL), and manages the city's seven learning centers.

The SACOL was created by the San Antonio City Council in August 1987. The commission is comprised of eleven members appointed by the City Council, and represents primary and secondary education, higher education, adult literacy service providers, business, and media sectors regarding literacy issues and solutions. SACOL's goals' include:

- Expanding community awareness of the illiteracy problem in San Antonio,
- Promoting literacy services,
- Coordinating literacy service efforts,
- Developing a coalition of adult literacy service providers, and
- Supporting school dropout prevention programs and other youth literacy activities.

FINDING

As described earlier in this chapter, individual learning centers have developed industry partnerships to promote workplace literacy and adult educatoin. Examples include the "Literacy for Life" program at the Huantes and St. Phillips learning centers, which is co-sponsored by the San Antonio Tourism Council, and the food industry program developed in partnership with the San Antonio Restaurant Association.

RECOMMENDATION

Recommendation 37:

Pursue new industry partnerships.

The Literacy Division, in conjunction with the Better Jobs Collaborative, should pursue additional industry partnerships. Examples of possible partnership opportunities include the San Antonio Technology Accelerator Initiative (SATAI) and the city's diverse telecommunication companies.

LEARNING AND LEADERSHIP DEVELOPMENT CENTERS (LLDC)

The learning centers provide educational services to adults. The construction of the seven LLDC was funded by a 1989 voter approved bond issue.

The goal of the learning centers is to:

> *"Offer educational opportunities and related services to enable individuals to enhance their ability to read, write, and converse in English, and solve problems at levels of proficiency necessary to function on the job and in society."*

The first city sponsored learning center opened at Our Lady of the Lake University in 1989. The opening of the center established a partnership between the university, the Region 20 Education ESC, and the City of San Antonio. This learning center, now called Father Albert Benavides LLDC, is co-located with a public library.

The seven LLDCs served over 11,250 adult learners in FY 1999-2000.

Exhibit 6-24 highlights the classes and programs each LLDC currently provides:

EXHIBIT 6-24
LLDC COURSE AND PROGRAM OFFERINGS

LLDC	ABE	GED	ESL	CITIZEN-SHIP	TANF	CLASSES OFFERED IN SPANISH	PROGRAM	OTHER
Benavides	✔	✔	✔				BCP, AWD	✔
Billa		✔	✔			✔		
Columbia Heights	✔	✔	✔		✔			
Huantes	✔	✔	✔	✔	✔		L4L	✔
St. Mary's	✔	✔	✔	✔	✔	✔	TRIAD	
St. Philip's	✔	✔	✔		✔		L4L	✔
Velasquez	✔	✔	✔	✔	✔			✔

***Source**:* LLDC class schedules.
ABE=Adult Basic Education; GED=Graduate Equivalency Diploma; ESL=English as a Second Language; TANF=Temporary Aid for Needy Families; BCP=Better Career Program; AWD=Alamo Workforce Development CHOICES program for welfare recipients; TRAIAD=Teaching Resources for Individual Advocate Development (job training program); L4L= Literacy for Life
There are several levels offered within ABE, GED, ESL, and TANF classes.
"Other" includes classes such as typing, math tutoring, Windows 98, and conversational English and Spanish.

FINDING

Two learning centers (St. Philips and Columbia Heights) currently utilize the closed-class concept, under which classes have a specific beginning and ending point, and students must register for the selected literacy class. Under the closed-class concept, classroom slots created as a result of students dropping out are not filled. Closed-classes are currently being encouraged by the TEA and facilitate the measurement and tracking of student performance.

DCI anticipates that the other five LLDCs will be converted to closed-class in the future.

RECOMMENDATION

Recommendation 38:

Gradually implement the closed-class concept.

The Literacy Division should gradually implement the closed-class concept at the city's seven learning centers. At least two reasons support this recommendation. First, the Texas Education Agency (TEA) encourages closed-class courses. Second, closed courses enable instructors to measure student performance and success more effectively (e.g., pre-and post-student testing).

The DCI strategic plan states that shifting from "open" to "closed" classes will increase the completion rate, but lower the overall total number of participants served. However, implementing staggered course schedules should facilitate access to literacy courses (see recommendation 42 below).

FINDING

Literacy Division staff stated that most literacy courses utilize different curriculum, which are determined by the individual instructor. The only two learning centers that have documented similar literacy class curriculums are St. Philips and Columbia Heights.

Although requiring that all learning centers use the *same* curriculum may undermine creativity and the instructor's ability to tailor courses to meet the needs of specific client groups, each course should contain *minimum content standards*. In addition, students should undergo "pre" and "post" course testing to measure competency before and after instruction.

RECOMMENDATION

Recommendation 39:

Develop minimum content standards for all courses offered by the learning centers.

The Literacy Division should develop minimum content standards for all courses. The National Institute for Literacy Equipped for the Future Initiative (EFF) has developed content standards for Adult Literacy and Lifelong Learning

These standards include four fundamental skill categories, including:

- Communication;
- Decision-making;
- Inter-personal; and
- Life-long learning skills.

More information on this initiative is located on the National Institute for Literacy web site at:

http://www.nifl.gov

FINDING

Certain courses and job training programs are offered exclusively at select learning centers. For instance, the Better Career Program (BCP) is only offered at the Benivades LLDC; and the Literacy for Life program is offered exclusively at Huantes and St. Philip's LLDC.

MGT found no plan to guide the implementation and location of special projects.

RECOMMENDATION

Recommendation 40:

Require learning centers to prepare annual strategic action plan and submit it to DCI management for approval.

The plan should include a needs-assessment that identifies service gaps and maximizes resources. The strategic plan should also include the center's specific goals and strategies, community and industry partnerships, as well as an analysis of the center's client base and the challenges and opportunities facing the center. The plan should be submitted to DCI management for approval.

FINDING

The learning centers' operating hours are normally Monday through Thursday from 8:00 A.M to 9.PM and Friday from 8:00 A.M to 4:30 P.M. Most classes are scheduled Monday through Thursday, although the schedule and course offering available at each LLDC varies.

Limited class times may act as a barrier to San Antonio residents who may work during regular business hours and require a specific literacy class. A staggered course schedule that maximizes access to course offerings could enhance the center's responsiveness to the community.

RECOMMENDATION

Recommendation 41:

Pilot expanded LLDC operating hours.

DCI has stated that there is a need for expanded hours and has proposed to increase operating hours at the existing learning centers to seven days per week. This change should be implemented on a pilot basis and be reviewed after six months. The city needs to determine the incremental costs for implementing this recommendation.

RECOMMENDATION

Recommendation 42:

Implement staggered course schedule to maximize client access to literacy services.

The Literacy Division should regularly review each LLDC class schedule and ensure options are available so that clients have better access to diverse course offerings at convenient times. This is particularly important if the closed-class concept described earlier is fully implemented.

FINDING

Individual learning centers only maintain and distribute course schedules for classes offered at their center. This is inconvenient for clients who may want to gather information for a relative or friend or determine what classes program are available elsewhere. In addition, information regarding class schedules is not available via the Literacy's web page or widely available in Spanish on the web site

RECOMMENDATION

Recommendation 43:

Create comprehensive, and bilingual directory of classes scheduled at each LLDC and post on web site.

The directory should be made available at each LLDC as well as the Literacy Services Administration Office. This will allow clients already at the LLDC to view and choose which schedule is most convenient. The directory should also be posted on the Literacy's web page and available for downloading. This will give the public and other LLDC staff to access the information via the web.

Literacy Service Administration also should require that each of the seven learning centers post their course schedule on their web site. In addition, Literacy Services should post the comprehensive, system-wide course directory and schedule recommended above on the their web site. Literacy Services also should develop and distribute industry-specific brochures for clients interested in pursuing workplace literacy and adult education in a specific business sector.

225-READ HOTLINE

The 225-READ hotline provides referrals to literacy services available at over 230 sites in the San Antonio metropolitan area. 225-READ is staffed with two full-time employees and relies heavily on volunteers. According to the literacy staff, volunteers are trained on an "as need" basis. The center staff is also involved in literacy awareness activities such as coordinating public service announcements through the media, and making presentations in the community about available programs and services. The 225-READ program made over 7,000 referrals for adult literacy assistance and supportive services.

FINDING

The 225-READ operates with only two FTEs and volunteers. The Literacy's Social Service manager stated that 225-READ has connected an additional 7,000 clients to a service provider site in the past year. From October 2000 to January 2000, there were a total of 2,417 referrals. The center's monitoring report demonstrates that they have surpassed their planned measures in almost every output.

COMMENDATION

The 225-Read has been able to connect a substantial number of clients to literacy services with limited staff and funding.

YOUTH OPPORTUNITY PROGRAM (YOP)

BACKGROUND

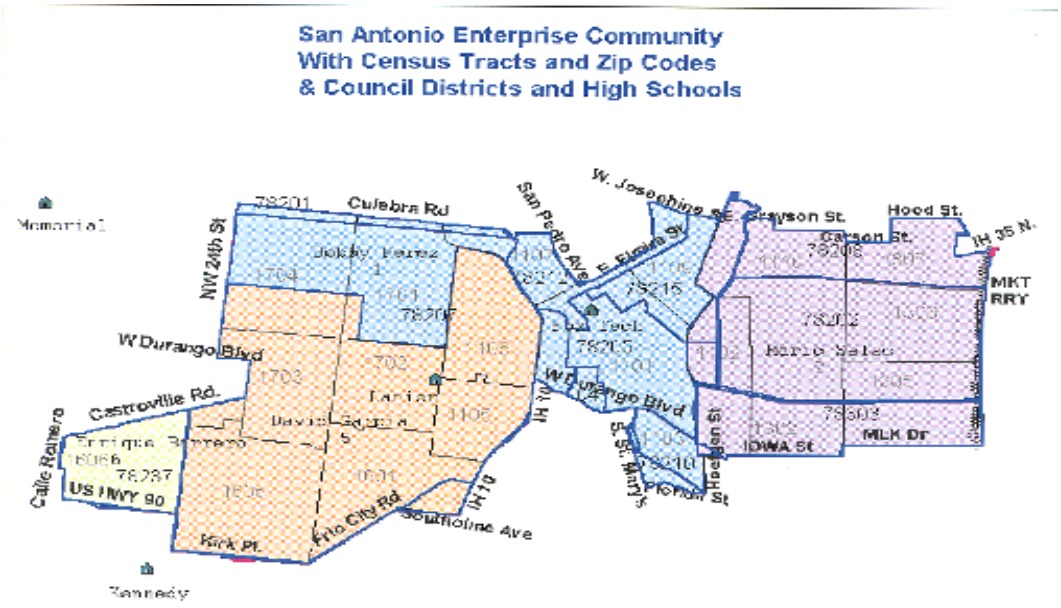
In September 2000, a consortium of government and private organizations formed the Youth Opportunity Program (YOP) in an effort to help youth become self-sufficient in the federally designated San Antonio Enterprise Community (SAEC) area. YOP was initially conceived and created through a successful grant proposal prepared and submitted by:

- Alamo Community College District (ACCD),
- Alamo Workforce Development (AWD),
- Bexar County Juvenile Probation Department,
- Bexar County Dept. of Community Corrections and Supervision,
- City of San Antonio Department of Community Initiatives (DCI),
- San Antonio Housing Authority,
- Edgewood Independent School District (EISD), and
- San Antonio Independent School District (SAISD).

More specifically, YOP was implemented to provide youth, between the ages of 14 to 21, the necessary skills to become contributing, self-sufficient members of the community. YOP uses an intervention and prevention model that focuses on helping youth who have dropped out of high school, but also provides support for those who have graduates from high school and even those attending college.

The SAEC area, the targeted service area of this effort, is defined by the U.S. Department of Labor and is located within the central part of San Antonio. Exhibit 6-25 displays the San Antonio Enterprise Community area.

EXHIBIT 6-25
SAN ANTONIO ENTERPRISE COMMUNITY AREA



YOP has established five youth centers in the SAEC. Two of these youth centers serve both in- and out-of-school youth. One of the two centers is the Westside Youth Center located to primarily serve the SAEC's Hispanic youth population. The second center is the Eastside Youth Center located to serve the city's African-American population. The remaining three youth centers serve only in-school youth and are located in three high schools: Fox Tech, Lanier, and Kennedy.

Since the program's inception in September 2000, YOP outreach workers have identified approximately 1,500 dropouts and young people in the SAEC area who are not working, participating in education programs, or involved in job training programs. There are 825 youth that actively participate in YOP's services and activities. Many of YOP's essential services help dropouts re-enroll in school, participate in literacy programs, and prepare for higher education opportunities and job readiness programs. Some of these essential services include:

- GED classes,
- preparation for college or vocational education,
- job training,
- job placement,
- internship and apprenticeship opportunities,
- computer training,
- referrals for prenatal and baby care,
- cultural arts and recreational activities,
- community service and volunteer projects, and
- other support services.

Budget and Funding Sources

The U.S. Department of Labor has awarded YOP with a five-year grant, however the actual grant funds are distributed on an annual basis and YOP and its fiscal agent, AWD, must reapply to the U.S Department of Labor for subsequent years' funding. Funding is stair-stepped down from an initial level of 100 percent for years one and two, 75 percent for year three, 50 percent for year four, and an undetermined amount for year five. YOP has hired a Special Projects Coordinator who is responsible for exploring other funding sources to continue program services as federal funds are reduced. DCI also plans to explore other funding sources so that YOP services can continue beyond the grant's March 2005 funding termination.

The total amount awarded for the program's first year of operations (15 months) was $11 million. Exhibit 6-26 illustrates the grant budget break down and summary for the current fiscal year (2000-2001).

EXHIBIT 6-26
SAN ANTONIO YOUTH OPPORTUNITY PROGRAM
2000-2001 BUDGET SUMMARY INFORMATION

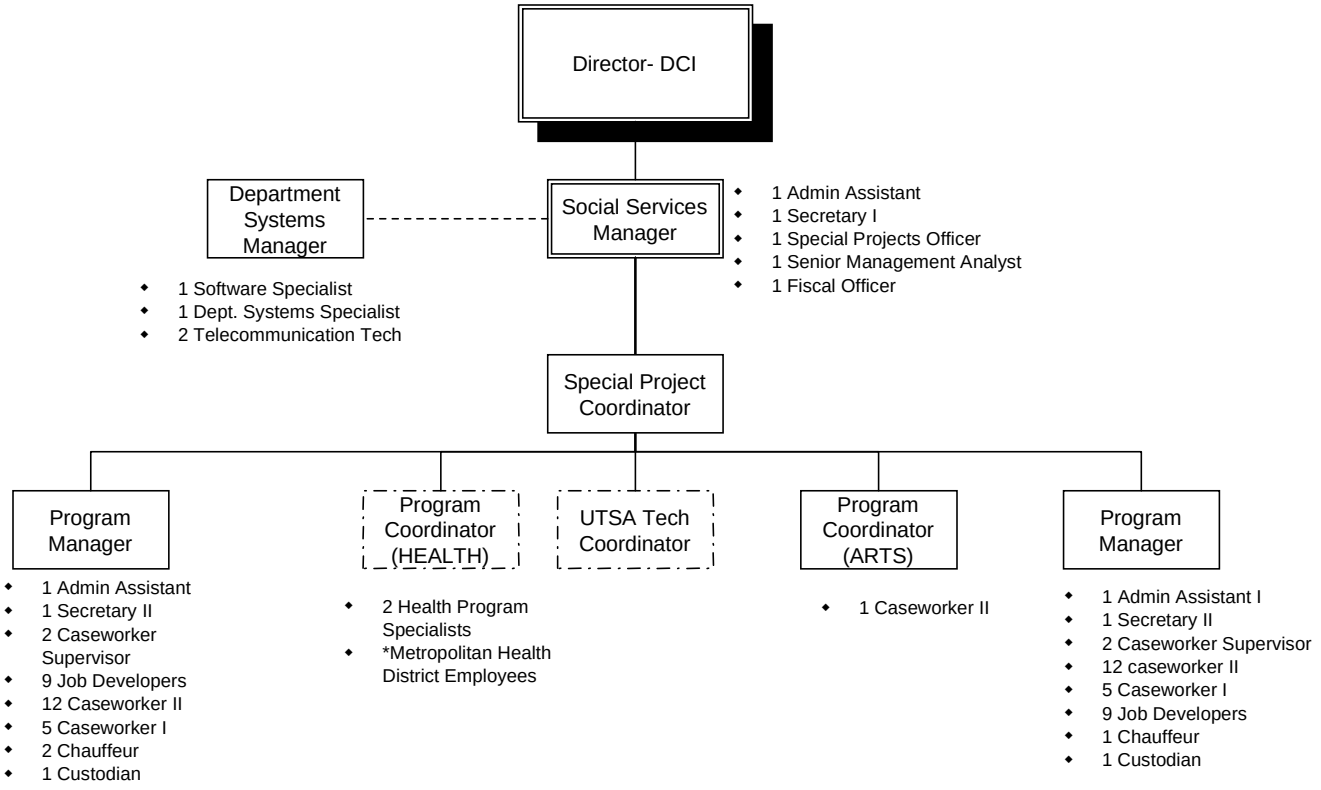
Item	*Expenditures*
Personnel and Benefits	
Alamo Workforce Development	*$155,797*
Alamo Community College District	*$215,262*
Edgewood ISD	*$166,459*
San Antonio ISD	*$896,219*
City of San Antonio – Dept. of Community Initiatives	*$2,742,899*
Total Personnel and Benefits	***$4,176,636***
Travel	
Alamo Workforce Development	*$2,000*
Alamo Community College District	*$625*
Edgewood ISD	*$1,440*
San Antonio ISD	*$87,200*
City of San Antonio – Dept. of Community Initiatives	*$47,716*
Total Travel	***$139,981***
Equipment and Supplies	
Alamo Workforce Development	*$0*
Alamo Community College District	*$90,000*
Edgewood ISD	*$11,000*
San Antonio ISD	*$1,345,602*
City of San Antonio – Dept. of Community Initiatives	*$608,028*
Total Equipment and Supplies	***$2,054,630***
Contractual and Other	
Alamo Workforce Development	*$0*
Alamo Community College District	*$674,000*
Edgewood ISD	*$48,200*
San Antonio ISD	*$327,000*
City of San Antonio – Dept. of Community Initiatives	*$2,845,055*
Total Contractual & Other	***$3,894,255***
Indirect Costs	
Alamo Workforce Development	*$343,528*
Alamo Community College District	*$0*
Edgewood ISD	*$8,584*
San Antonio ISD	*$0*
City of San Antonio – Dept. of Community Initiatives	*$35,777*
Total Indirect Costs	***$387,889***
Training/Stipend Costs	
Alamo Workforce Development	$0
Alamo Community College District	$0
Edgewood ISD	$84,182
San Antonio ISD	$234,027
City of San Antonio – Dept. of Community Initiatives	$29,400
Training/Stipend Costs	**$347,609**
TOTAL FUNDS BUDGETED	***$11,000,000***
Source*:* Youth Opportunity Project Budget, 2001.	

Organizational Structure

At the time of this review, the program had staffed 60 of its 83 positions authorized under the federal grant; YOP is still filling positions since its inception in September 2000. An additional three positions, the Health Program Coordinator and two Health Program Specialists, are funded by the Metropolitan Health District.

Exhibit 6-27 reports the program's organizational structure and full staffing complement of 86 persons. Staffing levels reported in the chart represent a fully staffed organization.

EXHIBIT 6-27
DEPARTMENT OF COMMUNITY INITIATIVES
ORGANIZATION OF YOP



Source: Youth Opportunity Project, 2001.

The YOP Social Services Manager, who is responsible for the program's operations, reports directly to the Department of Community Initiative (DCI) Director. Within DCI, YOP is the only program that falls under DCI's Youth Opportunity Division (not shown in YOP's org chart). The YOP Social Services Manager is responsible for hiring the core staff of YOP, including the program manager, project coordinators, site managers, youth development specialists, coordinators, job developers, and outreach workers. Although all staff member positions are grant funded, all positions are considered city employees.

Each site manager is responsible for one of the two in-school and out-of-school youth opportunity community centers. The youth development specialists and job developers place out-of-school youth in private sector jobs, help retain in-school youth into the program, and help in-school youth stay in school. The outreach workers actively recruit youth into the program.

The eligibility criteria for YOP are residents of the SAEC between the ages of 14 and 21. YOP staff have stated that they largely focus on serving youth that are out-of-school.

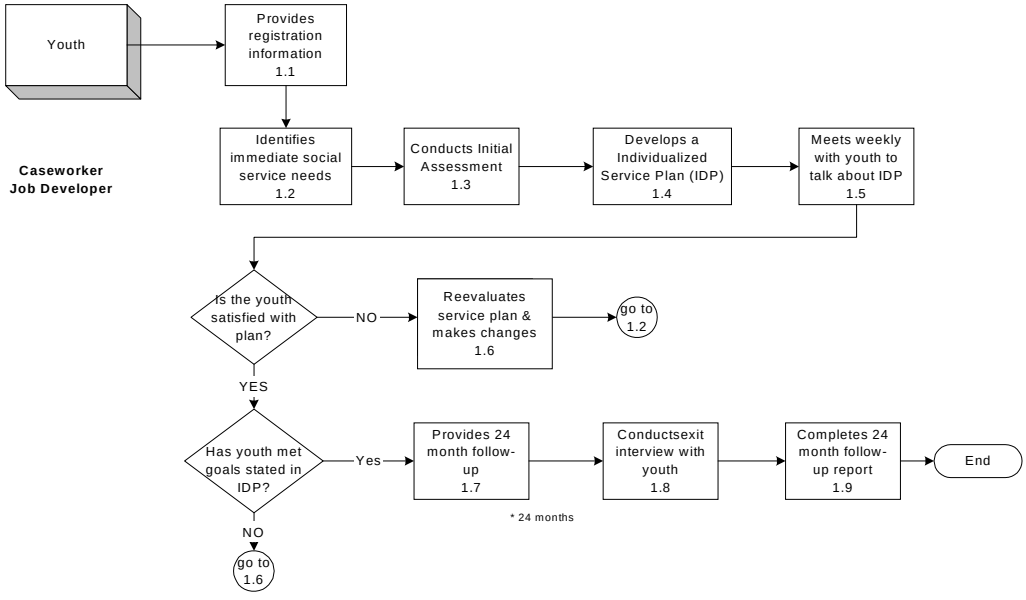
Service Process

Each eligible participant is assigned both a caseworker and job developer and proceeds through the following process steps:

1. An initial assessment of the youth's needs and personal support system is conducted.
2. Within 24 hours of the initial assessment, the youth specialist and the youth develop a comprehensive and individualized service plan based on the youth's needs.
3. The case plan is implemented.
4. After a week of plan implementation it is assessed to determine it is properly suited for the youth.
5. On an ongoing and weekly basis, the caseworker, supervisor, and youth meet to determine the youth's progress and reevaluate/revise the case plan.
6. The case plan remains open until the youth meets the stated long-term goals in the initial assessment and a 24-month follow up report is completed.

Exhibit 6-28 displays the current YOP process.

EXHIBIT 6-28
YOP SERVICE PROCESS



Source: YOP materials and MGT interviews.

Performance Goals

YOP is responsible for reporting its performance to the Department of Community Initiatives (DCI) and Alamo Workforce Development (AWD). As the fiscal agent, AWD is responsible for reporting the program's performance to the U.S. Department of Labor. DCI's reported YOP performance measurements in the Annual Budget for FY 2000-2001 are listed in Exhibit 6-29.

EXHIBIT 6-29
YOP PERFORMANCE MEASURES

Measures	Planned (Mar 2000-June 2001)	Actual As of April 2001
Total Youth Served (all partners)	3727	*2996
Out-of-School Youth Served	1156	825
Youth entered employment	198	7
Youth entered education/basic skills	766	755
Youth entered occupational training	443	112
Youth attained work readiness	890	402
Youth attained high school diploma or GED	208	86
Youth place in post-secondary education	153	98
Youth joined the military	19	4
Youth entered apprenticeship programs	27	0
Average cost per total youth served	$1,128	**
Average cost per out-of-school youth	$5,315	**
Percent of youth surveyed satisfies with YOP	90%	**
Percent trained participants in demand occupations	60%	90%
Percent of participates reporting increased wages	95%	90%
Percent participants achieving diploma GED	45%	8%
Percent maintaining employment after six months	75%	100%

Source: DCI Annual Budget 2000-2001, YOP reports.

*Incomplete data from YOP; data only available for March 2001 for this measurement.
**Measurement unavailable until the end of the year.

YOP's performance measures are collected and entered in the Workforce Information System of Texas (TWIST), which is connected to the One-Stop system and is used to track program performance. YOP Centers do not have TWIST stations and data entry into the system is conducted outside the facilities. In its April 2001 monthly report to AWD, YOP reported that capturing and reporting complete data has been difficult due to the delay in obtaining a management information system that meets YOP's performance requirements.

Each case worker and job developer submits a weekly quantitative report that is compiled at the end of the month by YOP's senior management analyst. A qualitative report is created and forwarded to DCI and AWD; AWD compiles their own report and submits it the DOL. The qualitative report is divided into sections such as governance, management, YOP centers, core staff, job development, case management, recruitment, cultural arts, health component, successes, and challenges. An example of the information reported in the governance and management component is as follows:

Governance

- Youth Council representatives attended the Alamo Workforce Development Youth Council meeting to provide input on behalf of YOP members.
- The Youth Council continued their work on the first YOP newsletter and plan to distribute it in May 2001.
- The Youth Council made plans for a retreat scheduled for May 2001. The objectives of the retreat are to establish guidelines for the Youth Council and to develop a plan of action for future member activities and events.

Management

- Supervisors and their staff attended a workshop on Organizational Culture presented by Dr. Lee Williams, Ph.D., Department of Speech and Communication, Southwest Texas State University. Staff expressed their satisfaction with the material presented and has requested a follow-up session with Dr. Williams.

Current Partnerships

YOP's has provided linkages among academic institutions, occupational learning centers, employers, public schools, and literacy and job-training programs.

Exhibit 6-30 displays DCI' s delegated agencies that have partnered with YOP to provide services to YOP members.

EXHIBIT 6-30
DELEGATED PARTNER AGENCIES PROVIDING SERVICES TO YOP MEMBERS

Healthy Family	The Teen Parent Connection program is providing 360 hours of peer support and parenting education and other services to YOP members.
Boys & Girls Clubs	The Positive Youth Development program is providing an after-school program for YOP youth ages 5 to 18.
Guadalupe Cultural Arts Center	The Cultural Connections program is providing art instruction and internships/summer opportunities for YOP members.
Project Quest (DCI)	This program is providing training to 833 YOP clients and will place 180 YOP clients in FT jobs.
George Gervin	The Future Builders program is providing YOP members with a 3 month training cycle of education and training base on carpentry and construction skills. 15 YOP clients will enroll at each cycle.
City Year	One on one tutoring is provided at six elementary schools in the EC area. The Mentoring and Role Modeling Program is offered to YOP clients. The City Heroes and Young Heroes Program is engaging with 1000 HS students and 100 middle school and is participating with YOP clients in workshops and community service.
Healy Murphy Center	The Youth Training Program is providing YOP clients with a comprehensive program of services to assist them in completing HS and continuing into post-secondary education or training.
***Source**:* YOP reports.	

Other non-delegated agencies working with YOP to provide program activities and services are:

- The One-Stop Texas Workforce Centers (SER) to help co-enroll potential YOP youth.
- St. Phillip's College and the city's Urban Neighborhood Improvement Construction Academy (UNICA), which involves YOP members in a community home improvement project.
- DCI's Urban SMARTS Program, which has expanded its after-school cultural arts program to serve both YOP in-school and out-of-school youth.
- Project WORTH, Diversion and Restitution, START and Urban SMARTS have helped co-enroll their youth participants, who reside in the EC, to YOP.
- Other YOP partnerships with community-based organizations include the Barbara Jordan Community Center, Dawson Recreation Center, AmeriCorps, and the Eastside Branch Clinic.

In addition to establishing partnerships, YOP markets itself in a variety of ways. Marketing strategies include television show appearances, radio interviews, and newspaper articles featuring YOP activities and information.

Other specific recruitment activities include:

- Community presentations made to numerous community agencies such as the Texas Department of Human Services, Baptist Children's Home Ministries Second Chance Program, Westside YMCA, YMCA-Cardenas Center, Youth Services Division-East and West Side, the Hispanic Religious Partnership, and the Texas Department of Criminal Justice.
- Hosting a "YO Round-up" at Sutton Homes to recruit eligible members. Sutton Homes is a housing project on the East Side of San Antonio.
- Attending "Best of the West" community meetings to exchange information about YOP and to learn about other programs in the West Side that YOP members could benefit from.
- YOP exhibits are located at local branch libraries and recruitment events are geared towards residents of the SAEC.

FINDING

YOP is a new and developing program that is in the process of determining the best procedures and systems needed to serve the client population. Often as new programs begin operations, the staffs learn that real-world operations modify the best of well thought out plans. Critical to YOP's short- and long-term success is its ability to create standardized and systematic operational procedures after the initial trial-and-error period. This is a complex and time-consuming undertaking, but is necessary to ensure the viability of any project.

RECOMMENDATION

Recommendation 44:

Develop a formal YOP program operations and procedures manual to more effectively manage the project.

As soon as possible, YOP should begin preparing a formal operations and procedures manual documenting all aspects of its operations. This manual should allow YOP to effectively manage and systematize its operations, as well as, begin the process of cementing the program as a long-term initiative. The manual should include:

- Intake procedures for new program participants;
- Case plan development procedures for new program participants;
- Case plan maintenance procedures for existing program participants;
- Data collection, reporting, and storage procedures;
- Program evaluation procedures; and
- Job-specific procedures for each position.

Further, the manual will assist YOP program staff with accurately portraying its efforts when it pursues the remaining grant funding from DOL and other funding entities.

FINDING

YOP outreach staff tracks referral sources, but not in any systematic or formal manner. Some referral sources may be from the One-Stop Texas Workforce Centers (SER), the literacy centers, local churches, and local branch libraries. During YOP's recruitment, each potential YOP youth fills out a registration card with their contact information. There is a small section to record referrals but it is limited to only the referral source and the census tract. There is not an indication or any documentation that shows this information is used for planning or assessing past recruitment activities.

RECOMMENDATION

Recommendation 45:

Develop a recruitment tracking system to improve recruitment efforts.

Create a tool (database or spreadsheet, etc.) to track all the potential referral sources and their contact information. Recruitment staff should be required to submit any referral information acquired during recruitment activities into the tracking system. Tracking this information would provide useful data to indicate which referral sources are working best. This would allow YOP to identify the best referral sources and target those referral sources when deciding recruitment activities.

FINDING

During YOP's enrollment process, the program participants complete an intake form with very complete participant information. This information includes demographic, education history, work history, medical, and recreational activities. Information regarding how the youth learned about the program or which referral sources were used is not documented on the intake form.

RECOMMENDATION

Recommendation 46:

Incorporate a referral section on the YOP intake form to improve recruitment efforts.

By adding a referral section on the intake form, a place to note the referral or additional referral information would be provided to staff. This information should be entered into the tracking system to document which recruitment systems were most effective. YOP should use this information to improve participant targeting efforts.

FINDING

YOP does not have an exit interview form to assess the participant's satisfaction with the program. Since the program started in September 2000, there has not been an exit interview conducted. The reason stated by YOP staff was that there has not been a closed case and an exit interview form has not been developed. This ignores participants who drop out of the program.

An exit interview and evaluation process will be a critical component of assessing the success of this program. It was also promoted in the grant application submitted to the U.S. Department of Labor. YOP does have an activity evaluation form that the youth completes after each activity.

RECOMMENDATION

Recommendation 47:

Develop an exit interview instrument and begin conducting exit interviews with participants who drop out before program completion.

The exit interview will serve as a diagnostic tool for YOP. It will not only measure the quality of the program's services and activities, but measure the client's satisfaction with the entire program. YOP will benefit from a well thought out and planned exit interviews instrument.

The exit interview form should accurately gauge the effectiveness of each service component that the participant utilized. It should also allow the participant to provide their feedback and suggestions on how the program could be improved.

YOP should review other YOP type initiatives across the nation for guidance in developing the exit interview instrument.

FINDING

In reporting performance measures to DCI, YOP does not use a consistent report format similar to other DCI programs. YOP is in the process of verifying its performance data before sending it to DCI in the standard report format. In the meantime, each case worker and job developer submits a weekly quantitative report that is compiled at the end of the month.

Based on MGT interviews with staff, YOP does not receive feedback on performance measure reports submitted to DCI and AWD.

RECOMMENDATION

Recommendation 48:

Report performance measures in DCI's consistent report format.

DCI's internal program monitoring report allows programs to observe their progress in meeting their performance goals. Aligning YOP to this format will assist YOP and DCI to more effectively monitor the program's progress.

ADVOCATES STRIVING TO CREATE EDGEWOOD NEIGHBORHOOD DEVELOPMENT (ASCEND)

BACKGROUND

In October 1999, the Advocates Striving to Create Edgewood Neighborhood Development (ASCEND) began program operations. The program intended to serve Temporary Assistance to Needy Families (TANF) recipients with disabilities with achieving self-sufficiency. The City of San Antonio partnered with Alamo Workforce Development (AWD), Alamo Community College District (ACCD), Project Quest, the National Technical Assistance Center on Welfare Reform (NTACWR), and the University of Kansas Center for Research to create ASCEND through a U.S. Department of Labor (DOL) Welfare-to-Work Competitive Grant.

ASCEND's grant application to the DOL states the program was specifically designed to:

> *"…provide comprehensive and innovative transitional assistance over a 30-month period to TANF recipients with disabilities and other special learning needs living in its Edgewood neighborhood. [The City of San Antonio] believes that within the Edgewood neighborhood there are large concentrations (more than 90%) of "hard-to-employ" individuals and estimates that over 60% of the TANF recipients have a "disability" as defined by the ADA."*

The program's services include:

- Job placement,
- Job readiness training,
- Job tutoring,
- Employment support,
- English as a Second Language (ESL) instruction,
- Post employment education and training,
- Career advancement education and training,
- Reemployment income support, and
- Individual Development and Training Account (IDTA) contributions.

ASCEND also provides clients with linkages and referrals to other services that are critical to the client's long-term employment success. These include transportation and childcare services provided by other governmental and non-profit family assistance services.

As the program developed, ASCEND's program managers discovered that there was not as high a percentage of TANF recipients with disabilities in the Edgewood neighborhood as was anticipated in the DOL grant application. This allowed the program to refocus

their approach and to instead target a much broader group of clients, specifically residents in the Edgewood neighborhood who were welfare to work eligible and at least 18 years old.

ASCEND began its actual client services in April 2000, and since then has enrolled 138 individuals in the program, 72 of which have successfully been placed into jobs.

Budget and Funding Sources

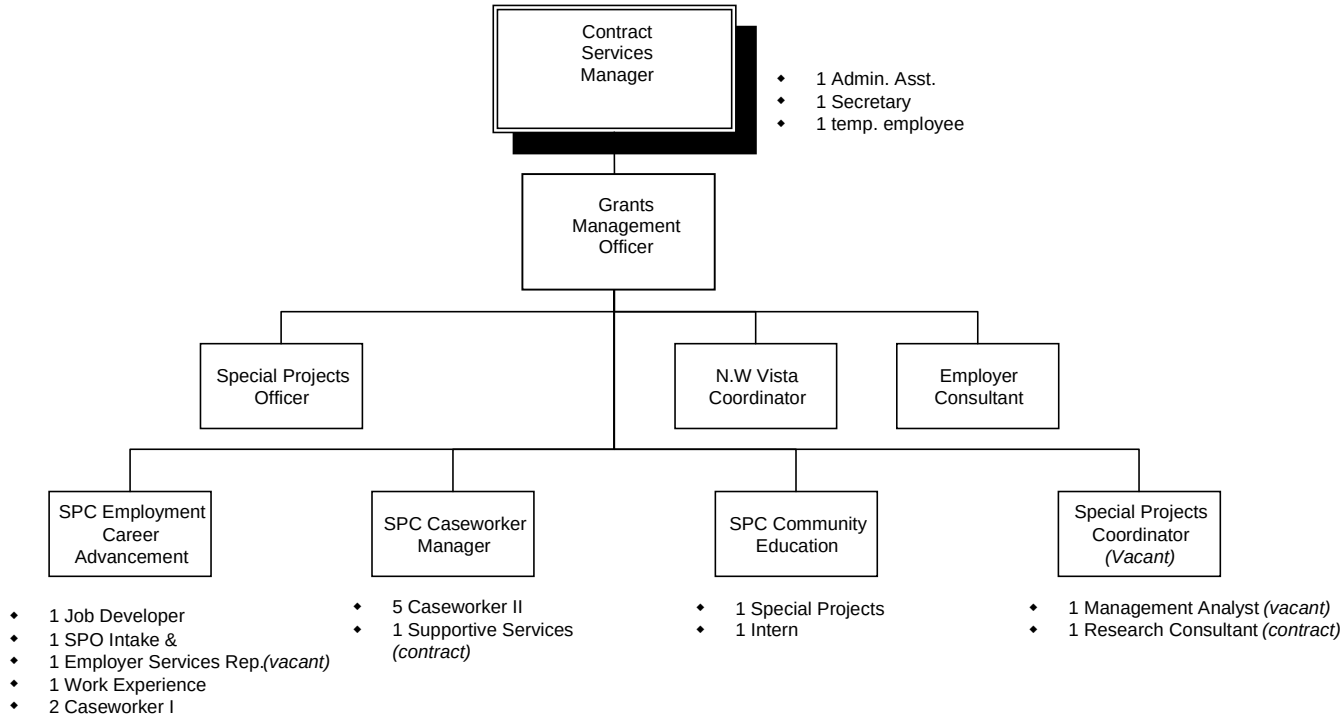
Funding for ASCEND is provided by a U.S. Department of Labor grant to the City of San Antonio. The program has been awarded $4,994,288 for 30 months. The program's budget for FY 2000-2001 is $2,127,593 according to the City of San Antonio Annual Budget FY2000-2001 document. Sixty-two percent of the budget is earmarked for personnel, 23 percent for other expenditures (rent, travel, equipment, supplies, IDTA contributions, re-employment support, employer reimbursement), 13 percent for contracts (University of Kansas Center for Research, Inc.), and 2 percent for Project Learn to Read to operate as the delegated funding agency.

On average, ASCEND's direct expenditures per client averaged between $800 to $1500 per client from October 2000 to February 2001. In addition, ASCEND does not have to purchase all services for their clients. For instance, ASCEND does not pay for childcare services for most clients because most are eligible to for free childcare services from Childcare Delivery Services.

Organizational Structure

ASCEND is organized under the Department of Community Initiatives' Special Projects Division. The program currently has 28 positions including 4 contract employees and 1 temporary employee. Exhibit 6-31 details the program's current organizational structure and staffing levels.

EXHIBIT 6-31
DEPARTMENT OF COMMUNITY INITIATIVES
ASCEND ORGANIZATIONAL STRUCTURE



Source: ASCEND, 2001.

The ASCEND's Contract Services Manager reports directly to the Department of Community Initiatives Director.

Other personnel not included in the organizational chart above include one fiscal agent assigned from the Department of Community Initiatives and 3 FTEs from the University of Kansas Center for Research, Inc.

Performance Goals

ASCEND is required to send a quarterly federal report of measures (expenditures by activity, federal program income, federal participate summary, placement rate, retention rate after months, wage increase standards) directly to the U.S Department of Labor.

A monthly contract monitoring report is also sent to DCI. This internal report includes measures based on fiscal, inputs, outputs, effectiveness, and efficiency. The most recent report did not display fiscal measures.

Current Partnerships

ASCEND has collaborated with Northwest Vista College to offer customer service training at the ASCEND center. They have also worked closely with the Literacy Services Division and the literacy learning centers located in the Edgewood

neighborhood to provide a variety of literacy services such as General Equivalency Degree (GED), English as a Second Language (ESL), and Adult Basic Education (ABE).

FINDING

ASCEND has altered its program vision and the target population it intends to serve since its initial grant proposal, shifting from a disabilities-focused TANF participant program to a broader-TANF participant targeted program. This shift appeared to be required because the targeted disability population was too small to justify the program's originally planned operations. At the time of this review, ASCEND reported that it was preparing a Grant Amendment for the DOL relating to ASCEND's program redirection and program difficulties.

ASCEND has not modified its program goals to match its modified target population. Initially, ASCEND intended to work with "hard to service" TANF recipients with disabilities, but the new client population should be a less difficult population to place into employment opportunities since they have less significant issues challenging their employment opportunities. It would seem prudent for ASCEND to revise its program goals upward to match the population it is now targeting.

ASCEND appears to be having difficulty meeting one of its key performance goals even though they are serving a much broader target population than originally proposed. One of ASCEND's original grant proposal goals which has remained the same even with a revised target audience, is to place 120 clients into employment opportunities. ASCEND intended to place 80 percent of the individuals enrolled in the program into unsubsidized work opportunities. To date only 72 of the 138 participants enrolled, or 52 percent, have been successfully placed into jobs.

Due to the limited scope and compressed timeline of this project, it was not possible for the consulting team to attempt to review the full nature of the issues surrounding ASCEND. The consulting team does present some additional, less significant findings and recommendations to improve ASCEND in the more immediate term. These findings and recommendations, which assume a continuation of current operations, follow.

It should be noted that the City of San Antonio Internal Auditor is currently performing a comprehensive review of ASCEND.

ASCEND has used a variety of mechanisms to reach and recruit needy Edgewood residents. For public awareness and referrals, ASCEND depends primarily on word of mouth efforts. Other outreach activities include holding open house events at its center, attending PTA meetings, and distributing brochures and flyers at grocery stores and laundry mats. Even when using its network of collaborating agencies (SER, AWD, Goodwill, Lutheran program, DCI departments), ASCEND is still falling short in recruiting clients. ASCEND staff has stated that there is a staff committee that is responsible in planning outreach activities, but there is not an official document to support this plan.

RECOMMENDATION

Recommendation 49:

Develop and document a formal outreach plan in order to meet the job placement goal.

Since the staff committee has taken the responsibility to plan ASCEND's outreach activities, they must come together to look at the Edgewood neighborhood population, brainstorm new outreach mechanisms, and identify all potential referral points. The committee needs to investigate how clients in the past have learned about ASCEND and develop new avenues to recruit them.

Once all referral points and outreach activities have been identified, these avenues should be grouped and prioritized into formal and informal organizations (sources). These organizations may include churches, businesses, agencies, schools, and community based groups. The contact for each referral source should also be identified. Once the committee has determined which avenues to pursue, a formal letter should be sent to the organizational contact so ASCEND can begin recruitment activities with them. This includes presentations and taking part in the organization's reoccurring meetings.

As part of the documented strategy, ASCEND should set enrollment goals each month and meet consistently to monitor its recruitment efforts and goals. This plan should be forwarded to DCI.

FINDING

Currently, ASCEND does not track and monitor its relationship with an employer after the successfully job placement of one of its program participants. ASCEND must fully understand the staffing needs of employers in its targeted area if it is to improve its job placement success rate.

Recommendation 50:

Enhance ASCEND's relationship with employers through better documentation, follow-up evaluations, and targeted efforts.

ASCEND staff should observe which employers hire their clients and for what reasons. With this information, ASCEND should conduct outreach efforts to these employers, and other potential employers, so as to educate them about ASCEND's services and how ASCEND can meet their staffing needs. Activities may include making presentations to employers about the program and attending career fairs to meet potential employers.

DEPARTMENT OF PARKS AND RECREATION

AFTER SCHOOL CHALLENGE PROGRAM

Operated by the City's Parks and Recreation Department, the After School Challenge Program offers services at 161 sites in eight school districts within the city limits: East Central ISD, Edgewood ISD, Harlandale ISD, Northeast ISD, Northside ISD, San Antonio School District, South San Antonio ISD, Southwest ISD. The program is offered in a ninth district, (Judson), through a contract with the YMCA, although this district is not listed in the program's brochures as offering the program. The program is offered three hours a day, five days a week at 117 elementary, 36 middle and 8 high schools. This school year, 2000-2001, saw the expansion of the program to the extra hours on early dismissal days and six hours on staff development days.

BACKGROUND

The program has three core components: recreation, academic, and socialization. The curriculum for each school is site specific, allowing the respective schools and campus coordinators to determine what program design best meets their students' needs. A daily snack is also served. Depending on the resources available at each campus, curriculum may include additional enrichment activities such as music, dance, drama, arts and crafts and computers.

The program is available free of charge to any child who attends school at a campus where the program is offered, individual campus staff and physical space capacity permitting. Due to the variance in available capacity by campus, the program is filled on a first come, first served basis.

Budget

The city reports a FY 2001 budget of $4,125,208 in general revenue funds allocated to the Parks and Recreation Department for this program. This amount covers 90% of personnel costs and program supplies. The remaining 10% is covered by the school campuses offering the program. Each campus funds a minimum of one staff person. Additionally, the campus absorbs other costs related to keeping the building open from 3-6 p.m., such as utilities, custodial services, and storage for supplies. Historically, since the program's inception in the spring of 1991, the city has awarded increases to the program's funding consistent with the increase in the number of school sites that offer the program. In order to have the program at its campus, a school must make a minimum financial commitment of one professional paid staff person., as well as covering the cost of incidentals, such as utilities and custodial staff.

Program staff reports a cost of $1.60 per child per day to operate the program. This amount reflects the Parks and Recreation portion of the program cost only, and is not inclusive of the school district's contributions to the program of program staff positions and program support, nor of the costs to keep school facilities open extra hours with utilities, custodial staff and such.

Staffing

The After School Challenge Program has a total of 1,018 staff. The program is part of the youth recreation services section of Parks and Recreation. A program director provides day to day oversight of the program, along with several support staff: one recreation service supervisor, two program coordinators, two office clerks, one administrative aide and one office clerk (the latter funded by the San Antonio school district). Twenty-one community service supervisors each supervise from five to nine school sites. The balance of the staff is comprised of teachers, including one site coordinator at each campus, and paraprofessionals who provide the program services at the schools. The program has an additional 30-40 substitutes that are not included in the 1,018 staff number.

Program Goals and Objectives

The program lists its goals and objectives as:

- to provide an educational component to include enrichment, homework assistance, tutorial, computer assistance, etc.;
- to provide a safe place and conducive place for children to socialize and interact in a sociable manner; and
- to teach recreational skills for life time enjoyment.

The Parks and Recreation Department has begun assessing the program's performance in meeting its stated goals and objectives by means of written surveys to parents, staff and students (all surveys are available in Spanish as well as English).

Additionally, program staff reports a number of input, output and efficiency measures, as well as effectiveness measures for the program. Examples of these include number of program sites, program registration and number of program visits (total number of times the children in the program have been present), total average daily attendance in the program, total average daily attendance per site, as well as percentage of: school days the program operates (per site average), parents satisfied with the program, parental survey results reflecting improved grades, eligible children regularly participating in the program, children participating in the program with improved grades, children regularly participating in the program with improved attendance, and the student to staff ratio based on activity.

Of the above-referenced measures, only six are reported as having been collected in 1999-2000 and in the first six months of 2000-2001: the number of sites, the registration total, the total number of visits by children, the average daily attendance for the program and by site, and the total number of school days the program operates.

FINDING

The program allows for customization of its services by allowing site-specific curriculum design, based on identified campus needs, at its middle schools and high schools.

RECOMMENDATION

Recommendation 51:

Continue practice of allowing each site to develop its own program design.

While recreation is most definitely an important component of the program, those schools already offering substantial after school athletic and other like activities should continue to have the option of emphasizing those program components most needed by their students.

FINDING

As documented in the program's performance measures, there is a large difference between the number of students registered in the program and the average daily attendance. In the 1999-2000 school year the total number registered was 37,326, while the average daily attendance was 13,168. For the 2000-2001 school year the number registered is 38,881 and the average daily attendance as reflected in city budget reports for the first six months of the program is 14,842.

The fluctuation in attendance makes it difficult to know how many children will attend the program on any given day at a site. This makes planning a challenge, even for the most crucial of things such as the staffing for campuses.

Additionally, if program outcomes are to be measured in areas such as improved school attendance and grades, it will be extremely difficult to evaluate the effectiveness of the program if students do not attend regularly.

RECOMMENDATION

Recommendation 52:

Evaluate registration versus daily attendance issued to develop methods to improve daily commitments to program.

The Parks and Recreation Department should study how to address the gap between enrollment and actual attendance in the program. This should include a review of the types of incentives that may encourage attendance and the possibility of assessing a nominal fee per child to utilize the program.

The department should review other after school programs that assess fees, such as the one in operated by the Parks and Recreation Department in Corpus Christi and local ones such as the YMCA, to review their registration versus attendance numbers, and how those fees are structured.

Emphasis should be placed on registering only those truly intending to utilize the program. For improved planning purposes, the program should also ask as part of its registration process if the registrant will be attending on a full time or on a drop in basis.

FINDING

Data collected by the program is not focused primarily on child-centered outcomes. In actuality, most of the data collected by the program is output oriented, which is important management data. However, the program is not measuring its performance based on children's improved grades, attendance, skills, behavior, and other areas. While some of these measures (improved attendance, grades) are listed on the program performance measures to be collected, they are not reported for 1999-2000 or for the first six months of 2000-2001.

Parks and Recreation staff report that it is difficult to obtain academic and other school related information to determine outcomes of students in the program when working with nine different school districts, all with different information sharing protocols, policies and procedures.

RECOMMENDATION

Recommendation 53:

Collect educational outcomes data from local school districts.

Through its Better Jobs initiative, the City should initiate a process with the school districts to determine what confidentiality provisions are actual state law and, working within those laws, broker a standard information sharing agreement that will enable the program to collect stronger performance measure information.

FINDING

The After School Challenge Program operates alongside other similar after school programs at ten sites. These programs are fee based and operated by the YMCA. Some of the YMCA programs at these sites may reach capacity and be unable to expand further due to licensure restrictions at particular sites, while others may be able to fully serve a campus's needs.

RECOMMENDATION

Recommendation 54:

Review sites where program is co-located with another after school program for duplication of services.

If the co-located YMCA programs are able to meet the capacity needs of their sites, the Parks and Recreation Department should develop a plan to relocate the program from those schools to schools with no after school programs. This will allow for greater coverage of after school programs in San Antonio schools.

Since organizations other than the YMCA are offering after school programs on school sites as well, the Parks and Recreation Department must first determine which schools offer no after school programs at all. It should prioritize the schools with the greatest need for the program, such as those within the Enterprise Community (EC) boundaries, and work to sign up additional campuses in these high priority areas.

CHAPTER 7.0
A SERVICE INVENTORY FOR THE SAN ANTONIO COMMUNITY

7.0: A SERVICES INVENTORY FOR THE SAN ANTONIO COMMUNITY

OVERVIEW

As part of this report's effort to describe the next steps for continued development of the Better Jobs initiative, a Services Inventory was created (hereafter referred to as "the Inventory"). The Inventory tries to capture the wide array of San Antonio area economic, workforce, or human development programs and services.

A wide net was cast to identify such programs regardless of whether they will eventually fall under the Better Jobs umbrella. In this chapter, a few key programs that seem to embody the vision and spirit of the San Antonio Better Jobs initiative are discussed in greater detail.

A draft Inventory was circulated in mid-March 2001 at a strategic planning session where members were asked to review the Inventory and identify missing and incomplete entries. A reminder was sent to Task Force members in early April 2001. MGT incorporated the comments and corrections received from Task Force members as well as city staff.

Services categories included in the Services Inventory identify programs and services targeting pre-kindergarten and early childhood, kindergarten through 12th graders, adult education/literacy, higher education, life skills, job training, and economic development. The Inventory was created in Microsoft Excel to facilitate its use as a service directory that could be easily updated and expanded upon.

In addition, the information in each of the categories was analyzed and assessed to identify possible service gaps and duplication. MGT combed non-profit organization service directories, telephone yellow pages directory, and program and state agency websites to identify appropriate services and programs. MGT found a number of good resources regarding services in the San Antonio area. We combined the information found in these many resources into a comprehensive inventory that is attached as Appendix G.

Table 7-1 lists the sources used to collect programs and services for the Inventory.

TABLE 7-1
SOURCES FOR SERVICES INVENTORY INFORMATION

- Department of Defense websites
  - Brooks AFB
  - Fort Sam Houston
  - Lackland AFB
  - Randolph AFB
- Greater Kelly Development Authority
- Texas State Agencies
  - Department Economic Development
  - Department of Human Services
  - Education Agency
  - Workforce Commission
  - Higher Education Coordinating Board
  - Protective And Regulatory Services
  - Rehabilitation Commission
- City of San Antonio
- San Antonio Independent School District
- San Antonio Universities
  - St. Mary's University
  - Trinity University
  - University of Texas at San Antonio
  - Incarnate Word College
- United Way
- San Antonio Area Chambers of Commerce
- Program Websites
- Yellow Pages
- Interviews with Task Force Members, Members of the Community and providers of various services

For each program or service included in the Inventory, at least two sources of information were used to confirm the existence of the program and the information included. For instance, if a service was identified in a non-profit service directory, staff attempted to verify the information by reviewing the program website.

The remainder of this chapter describes programs and services in each category and presents relevant, high-level analysis.

EARLY CHILDHOOD INITIATIVES – PRE-KINDERGARTEN

Many child development experts call the early childhood years "the learning years." Any community seeking to improve its workforce long term needs to consider how it will help prepare young children for entry into school. Programs listed in the Pre-Kindergarten/Early Childhood Development category serve children 0 to 5 years old.

The Inventory lists the City of San Antonio's Department of Community Initiatives' (DCI) programs and services to assist families to locate appropriate day care. It also includes programs for children with disabilities and their families, economically disadvantaged families, homeless, and services designed to provide financial assistance and other support to families seeking childcare. This category includes referral and resource organizations that help families identify appropriate childcare, and early childhood initiatives such as the United Ways *Success by 6* and the City of San Antonio's *Kindergarten Readiness* programs.

In some cases, the programs listed also serve children older than 5. If so, those programs are listed in both the *Early Childhood Initiatives – Pre-K* category and the *Child Development/Education Initiatives K-12* category.

Individual childcare facilities were too numerous to list. The few that are listed serve special populations such as children with disabilities and children of teenage mothers or offer unique programs.

Childcare Facilities

The quality of available childcare can play a major role in the children's school readiness. As of March 5, 2001, San Antonio had 600 licensed childcare facilities and 744 registered residential family care homes. Childcare in licensed facilities generally costs more than registered family-care homes.

Licensed facilities must meet certain state standards including strict child to adult ratios. For instance, there must be one staff person for every 4 children under one year of age. No infant room may have more than 10 children. For children 18 to 23 months, the ratio may not exceed nine children per staff person with a maximum group size of 18. Licensed facilities also must meet space requirements with every child having a minimum of 30 square feet of space indoors and 80 square feet of outdoor play space. Staff must have a high school diploma and be at least 18 years of age.

Registered family homes may provide care in the caregiver's home for up to six children under age 14 plus six school-aged children. No more than 12 children may be in the home at any time. Therefore, a registered family home may have a child to adult ratio as high as 1 to 12. The Texas Department of Protective and Regulatory Services requires applicants complete an orientation and pass a background check. On-site inspections occur every one to three years.

As of February 2001, 29 of Bexar County's licensed childcare facilities had accreditation from the National Association for the Education of Young Children (NAEYC). This compares to 18 in Fort Worth, 40 in Dallas and 59 in Austin.

NAEYC sets the "gold" standard for quality early childhood education. NAEYC accredits childcare centers, preschools, kindergarten, and before-or-after school programs serving young children. Facilities seeking accreditation voluntarily submit an application and complete an extensive self-study analysis on their programs based on NAEYC's *Criteria for High Quality Early Childhood Programs.* A three-member team validates the facility's self-analysis. Accreditation is granted for a three-year period. (see Appendix H: *General NAEYC Accreditation Information*) Among other standards NAEYC looks for a low child to teacher ratio. Accredited facilities tend to be more expensive than non-accredited ones.

In FY 2000, Texas had 63,171 children 0 – 5 years of age enrolled in Head Start and Early Head Start. Bexar County has 72 Head Start and Early Head Start program sites serving 6,865 children. The Head Start Bureau (HSB) of the federal Department of Health and Human Services administers Head Start programs around the country.

HSB awards grants directly to local agencies to provide comprehensive, high quality services designed to foster healthy development in low-income children. Low-income is defined as 85 percent below the State Median Income. Head Start parents must be working, attending school, or obtaining job-related training.
In 1997 HSB began applying outcome-accountability measures to assess 40 Head Start programs. HSB's analysis of these programs indicates that the Head Start program is successful in helping prepare children for school.

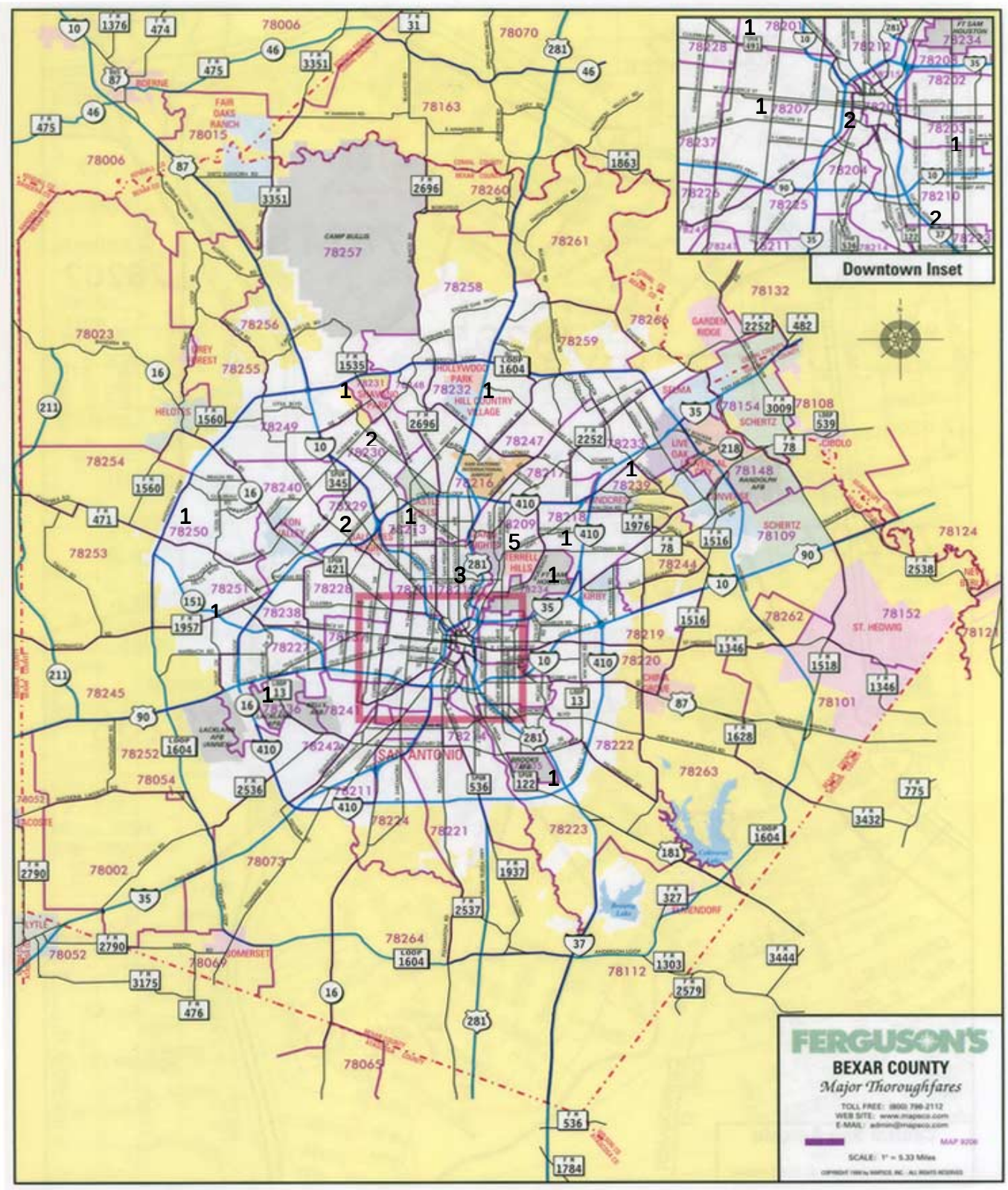
Both NAEYC accredited childcare facilities and Head Start programs provide quality, developmentally appropriate education. Head Start differs from NAEYC accredited facilities in that Head Start targets low-income children and provides a broad range of services in addition to early education such as medical, dental, and mental health, nutrition, and parent involvement services.

Through its Department of Community Initiative, Child Care Delivery System (CCDS) provides childcare services to eligible parents who are striving to become self-supporting. Parents may choose from among the registered childcare providers in a variety of settings. There are 390 CCDS vendors located in all parts of the city. CCDS vendors may be licensed day care facilities, register family homes or unregistered family homes. For instance, a Temporary Assistance for Needy Families (TANF) Mom may designate her next door neighbor as her chosen day care provider.

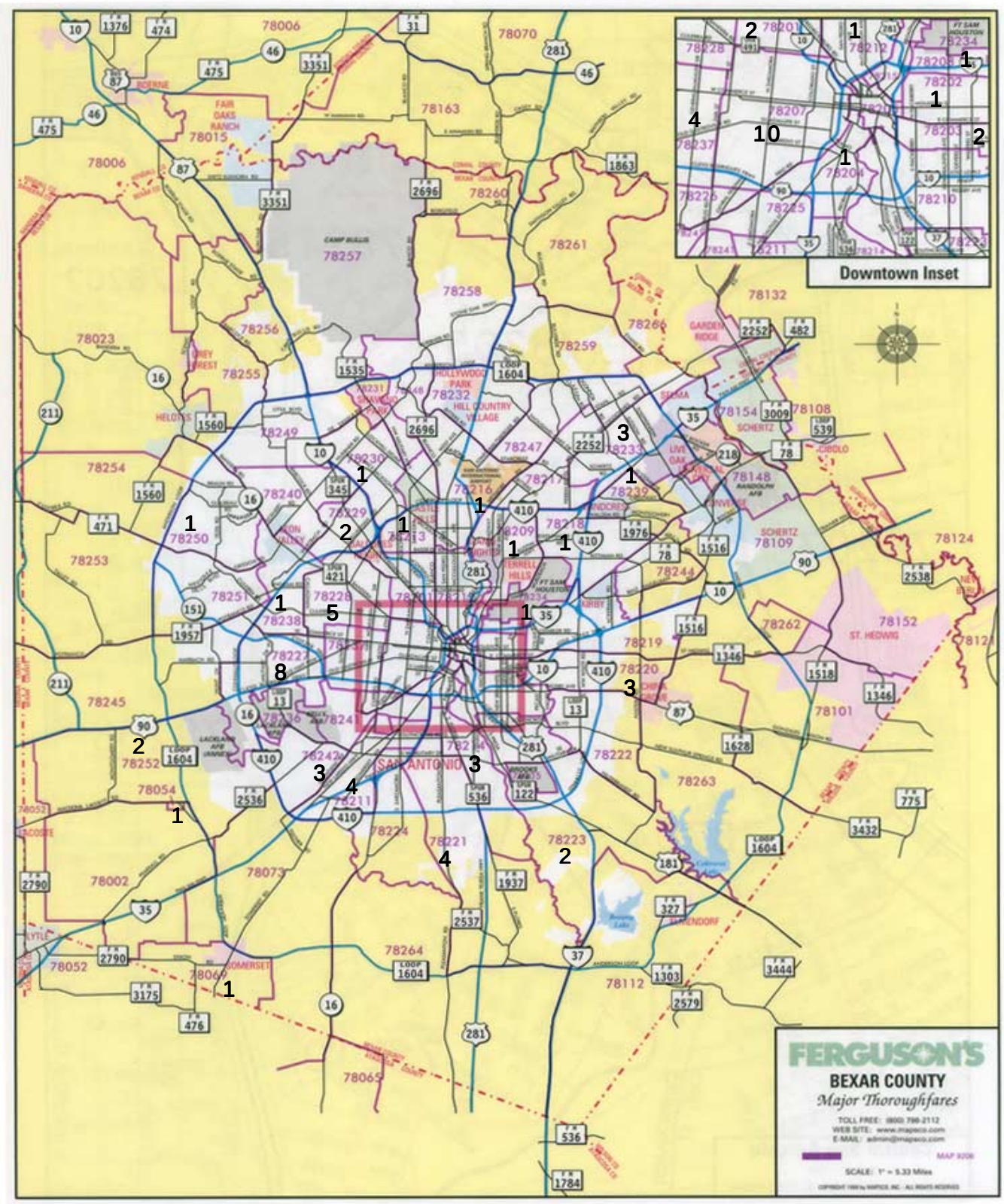
This report provides maps of San Antonio's NAEYC accredited facilities, Head Start, and City of San Antonio CCDS vendors' locations by zip code. CCDS vendors tend to be concentrated in the south, east, and west parts of the city although numerous CCDS vendors are located on the far eastside.

The maps show that both NAEYC and Head Start programs have locations in the central part of the city. As would be expected, most of the NAEYC accredited facilities are located in zip codes where higher income families live while Head Start programs tended to be concentrated in lower income areas. Very few licensed childcare facilities of any kind are located on the far Eastside.

NAEYC


Downtown Inset
FERGUSON'S
BEXAR COUNTY
Major Thoroughfares
SAN ANTONIO

HEAD START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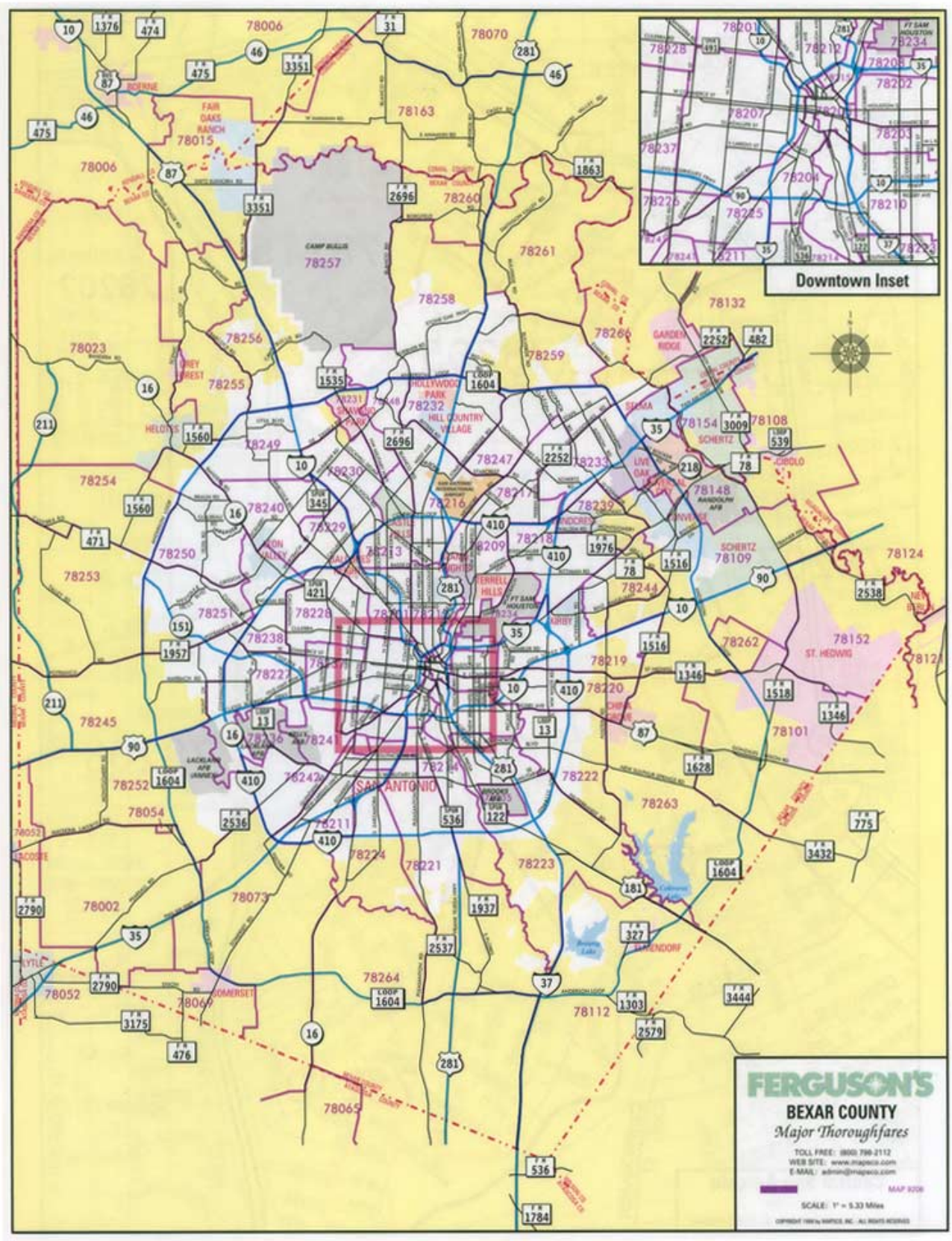
FERGUSON'S
BEXAR COUNTY
Major Thoroughfares
SAN ANTONIO

CCDS


Downtown Inset
FERGUSON'S
BEXAR COUNTY
Major Thoroughfares
SAN ANTONIO

Kindergarten Readiness

A number of early childhood programs in the San Antonio area tackle early childhood development through partnerships and collaboration. The City of San Antonio's Kindergarten Readiness initiative is one of these.

Kindergarten Readiness is a collaborative effort between the City of San Antonio, Urban System Initiative (USI), Bexar County school districts, the Smart Start Corporate Collaborative, the local child care community, and other local community based organizations. This collaborative determined that children needed three sets of basic skills as they enter school: communication, problem solving, and "life" skills. From the identification of these required skills grew "Kindergarten Readiness Guidelines" to help children succeed academically and later in the workforce.

Kindergarten Readiness' programs and operations are discussed in more detail elsewhere in this report.

CHILD DEVELOPMENT/EDUCATION INITIATIVES K-12

The *Kindergarten through 12th Grade* category includes a myriad of services for school-aged children. This category has been subdivided by service provided as follows:

- After School/Summer School
- Alternative schools
- Career Interest
- Counseling
- Educational Enrichment
- Educational Testing and Assessment
- Mentoring
- Parents of School-aged Children
- Prevention and Intervention
- Tutoring

Almost all of the San Antonio area independent school districts offer programs to enhance a child's educational experience beyond the traditional school day activities. For instance, Judson and North East ISDs provide one-to-one mentoring. San Antonio ISD works with the City of San Antonio Parks and Recreation Division to offer homework assistance and tutoring. Alamo Heights Independent School District has partnered with local faith-based organizations to offer tutoring for district students.

Other programs, like Boys and Girls Clubs, offer a range of enrichment activities including tutoring, recreation, computer training, and mentoring. Some programs target special populations such juvenile offenders and children with disabilities.

A number of programs aim to keep children in school and help them reach their potential while in school. Other programs identified focus on enhancing children's science and technology education.

These include:

- **Brooks Air Force Base Challenger Learning Center of San Antonio** promoting interest in science, mathematics, and technology through interactive aerospace education.
- **Upward Bound at Holmes and Jay High School's in partnership with area universities** provides pre-college preparation for low-income students,
- **San Antonio Pre-Freshman Engineering Program (PREP)** partnered with five colleges and three Universities participating to develop and deliver an eight-week course for students with an interest and potential in engineering, science-technology, and mathematics-related fields.

Yet others prepare children to become wage earners:

- **Alamo Workforce Development's** initiative to introduce children to a variety of career options.
- **Alamo Tech-Prep** - a liberal arts and technical education program to prepare high school students for college and work.

The City of San Antonio funds over 170 after school programs at school campuses around town. San Antonio's Parks and Recreation Division operates the After School Challenge Program. This program has sites in 161 area elementary, middle, and high schools. The program offers academic, recreation, and socialization at no cost to participants. Over 15,000 children take advantage of this program.

The City of San Antonio also has contracts with the YMCA of San Antonio and the San Antonio Urban Ministries. These organizations also provide after school programming on area campuses.

MGT mapped by zip code the locations of the services funded by the City of San Antonio. The After School Challenge sites are distributed throughout the city with the north side having fewer programs than other areas of the city.

The After School Challenge program, its operations, and locations are discussed in greater detail elsewhere in this report.

AFTER SCHOOL CHALLENGE

Communities in Schools

Communities in Schools (CIS) of San Antonio take a coordinated approach to helping children stay in school through graduation. Communities in Schools, Inc., began over 20 years ago as a grassroots movement in half a dozen cities and has now grown into a nationwide network which provides access to services for more than 1 million young people and their families every year.

Each CIS operation surrounds young people with a community of tutors, mentors, health care providers, and career counselors who can help them to help themselves. Communities In Schools has provided successful stay-in-school solutions at on campuses by showing communities how to coordinate their public, private and nonprofit resources so youth can get the help they need. CIS provides privately-supported, independent teams whose sole mission is to rally community support for children and broker services in the schools. In addition, to working with currently enrolled students, many CIS programs also help districts recover students that have dropped out of school.

In addition to the core services every CIS program offers, each CIS program seeks out existing community resources, including corporations, organizations, specialists, institutes of higher learning, individuals and government leaders, to create and implement programs which enhance the school experience for kids of all ages.

All CIS programs share a common mission and common themes. The CIS mission is to champion the connection of needed community resources with schools to help young people learn, stay in school, and prepare for life.

CIS programs subscribe to the belief that all children need and deserve five basic life tools:

- A one-on-one relationship with a caring adult
- A safe place to learn and grow
- A healthy start and a healthy future
- A marketable skill to use upon graduation
- A chance to give back to peers and community

CIS programs are designed to help kids to help themselves. Every program has the following comprehensive program components:

- Case Management
- Crisis Intervention
- Dropout Prevention
- Substance Abuse Prevention
- Crime Prevention
- Life-Skills Training
- Home Visits

- Tutoring
- Grief Counseling
- Teen Parenting Education
- Early Childhood Education
- Violence Prevention
- Entrepreneurial Skills
- Peer Counseling
- Community Service
- Child Abuse Prevention
- Parent Training
- Mediation
- Counseling and Supportive Guidance
- Enrichment Activities
- Parental Involvement
- Community Service Referrals

Each CIS operation surrounds young people with a community of tutors, mentors, health care providers, and career counselors — caring adults who can help them to help themselves. CIS has provided successful stay-in-school solutions at school-based sites by showing communities how to coordinate their public, private and nonprofit resources so kids can get the help they need — where they need it — in the public schools. CIS provides community champions—privately-supported independent teams — whose sole mission is to rally community support for children and broker services in the schools. In many ways, CIS is an initiative that readily reflects the goals of the Better Jobs initiative.

The CIS-Texas office in Austin is housed with the Texas Department of Protective & Regulatory Services. There are now 25 CIS programs in Texas, many of which serve multiple school districts in multiple counties.

Nationally, both independent and internal evaluations consistently demonstrate that over 80% of the students that CIS serves remain in school. The June 1997 issue of the bulletin of the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention, "Keeping Young People in School: Community Programs That Work," features CIS as "a collaboration at work for youth."

Because CIS is in numerous Texas communities, the report compares San Antonio's CIS program to those in Central Texas CIS (Austin, Travis County, and surrounding counties), CIS-Dallas, and CIS-Greater Tarrant County (Fort Worth).

All CIS programs are funded with some combination of federal, state, local, and private funds. Some CIS programs are more aggressive than other programs in fund raising and solicitation of private donations. Among the four programs we reviewed the Central Texas CIS program seems to have the most aggressive fund raising effort.

MGT collected specific information regarding the number of children served for all the comparison CIS programs except San Antonio. San Antonio CIS and the State CIS office only maintain data on the number of children receiving Intensive Case Management services. San Antonio provided an estimate of total number served. The table below describes the number of CIS schools and school districts involved in each of the programs, the number of families served, and the number of children receiving services in the 1999-2000 school year.

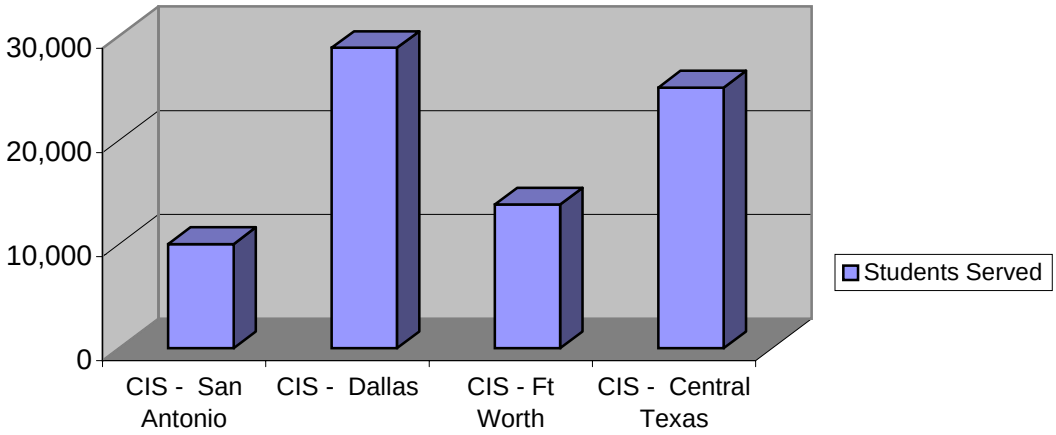
TABLE 7-2
SELECTED TEXAS CIS PROGRAMS

	San Antonio	Dallas	Greater Tarrant County (Fort Worth)	Central Texas (Austin)	TEXAS
Number of CIS Schools	46	33	32	36	545
Number of School Districts involved	7	7	3	6 in 3 counties	108
Number of Children and Families served 1999-2000 School Year through Intensive Case Management	4,426	4,635	1,817	3554	53,872
Number of Students receiving Services ranging from counseling and referrals, school supplies and crisis intervention	10,000 (estimated)	28,836	13,796	25,026	Not Available

***Source*:** MGT of America, Inc. April 2001.

Of the comparison programs, San Antonio's CIS program has the largest number of participating schools and school districts. However, all three of the comparison programs delivered services to more children than San Antonio. The Exhibit 7-1 below illustrates the differences in the number of students served by each CIS program.

EXHIBIT 7-1
STUDENTS SERVED 99-00



MGT also collected funding information from the comparison CIS programs. CIS-San Antonio's fiscal 1999-2000 budget was $3,460,699. CIS-Dallas' spends approximately $75,000 per campus served and has a budget of $3,029,486 million. CIS Ft. Worth's budget was the smallest with $1.5 million. CIS – Central Texas had a budget of $3.8 million with about 92 percent from public funding sources including school districts, state, city, and county. Exhibit 7-2 compares program funding levels.

EXHIBIT 7-2
CIS BUDGETS 99-00

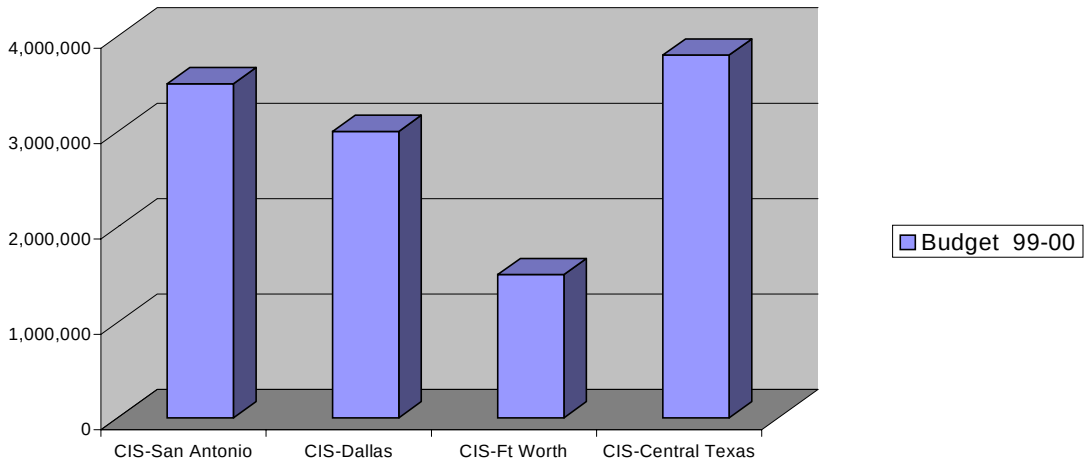


TABLE 7-3
SERVICES PROVIDED BY SELECTED TEXAS CIS PROGRAMS

San Antonio	Dallas	Greater Tarrant County	Central Texas
■ Referrals for health or transportation services ■ Emergency shelter, clothing or school supplies ■ Parenting support groups, workshops, and volunteer opportunities ■ Long and short-term tutoring services ■ Homework assistance ■ TAAS tutoring ■ Attendance monitoring ■ Home visits ■ Teacher conferences ■ Career awareness activities begin in elementary school through high school ■ Field trips and arts awareness activities to enhance the learning experience	■ Mobile services ■ Academic tutoring and educational enhancement ■ Counseling and supportive guidance ■ Crisis prevention and early intervention services ■ Home visits ■ Substance abuse and gang prevention and early intervention ■ Pre-employment training and job placement services ■ Parental involvement activities and parenting skills training ■ Hygiene, health and nutrition services ■ College entrance assistance and school to work transition services ■ Agency referrals and follow up	■ Life skills, including career awareness, decision making skills ■ Cultural/diversity training ■ Money management, grief and loss, etc. ■ Health and nutrition including drug and alcohol education, nutrition and hygiene classes, dental screenings, HIV/AIDS education), ■ Behavior, anger and violence management including gang prevention, self control, behavior and anger management, and gun safety ■ Sexuality and pregnancy prevention including personal security, male/female responsibility, date rape, sexual abuse prevention ■ Home visits ■ Mentoring	■ Social services ■ Counseling ■ Math and technology remediation ■ Tutoring ■ One-on-one instruction/tutoring ■ Case management ■ Intensive case management ■ Business community volunteers ■ Home Instruction Program for Preschool Youngsters (HIPPY) ■ Adult education ■ High quality childcare ■ Parenting support ■ English as a Second Language (ESL) ■ GED classes ■ Parenting classes ■ Early childhood education ■ Gang and crime reduction and prevention programs ■ Teen pregnancy prevention targeted to males ■ Child abuse prevention

Given the success CIS has had, San Antonio should consider providing additional support to its CIS program so more students can be reached.

Adult Education/Literacy

The *Adult Education/Literacy* category lists programs aimed at helping area residents obtain a high school equivalency degree (GED), improve their English (English as a Second Language – ESL), improve their literacy, and sustain life long learning. Most of the programs listed target persons 18 years and older. However some programs, particularly GED and ESL classes may include high school aged students 14 years and older.

Although some programs providing GED and ESL classes also provide literacy programs, this does not mean most individuals seeking a GED or receiving ESL instruction are illiterate or functionally illiterate.

The *Adult Education/Literacy* category does not include educational programs targeted to specific jobs. Programs that prepare participants for a specific job or career are listed in the *Job Training* category. This category includes area community colleges, the Region 20 Education Service Center, skills enhancement programs, specifically targeted literacy programs, and area school districts that provide GED, ESL and citizenship instruction.

The Alamo Community College District promotes its Workforce Development Academy (WDA). WDA gives participants an opportunity to upgrade their academic skills in reading, writing, and mathematics. WDA also has a variety of developmental courses and classes designed to help students upgrade their employment skills.

Other area community colleges and universities offer a variety of technical and academic programs designed to make graduates more employable. For example, Our Lady of the Lake University has classes on project management, basic web page design, and leadership skill development.

San Antonio area higher education institutions are listed in a separate category. Only those institutions of higher education like the community colleges that offer GED, ESL, literacy, or basic adult education classes are included in this category.

Raising the overall literacy of its population has been a priority for San Antonio for some time. San Antonio has numerous programs and initiatives designed to help residents improve their literacy. The City of San Antonio, through its *Literacy Services Division* devotes considerable resources to improving San Antonio's literacy rates. The Literacy Division operates a hotline, 225-READ and refers interested persons to over 230 literacy program locations in the area.

The City of San Antonio's literacy initiatives are discussed in more detail elsewhere in the report.

Higher Education

Higher education was included as an avenue for life long learning and as a means to improving ones economic standing. The Inventory includes an address for the main campus, the type of institution, and brief description of what is notable about that particular institution. The contact numbers listed in the Inventory are for the institutions' admissions office.

The institutions of higher education in San Antonio include:

- Northwest Vista College (ACCD)
- Palo Alto College (ACCD)
- St. Philip's College (ACCD)
- San Antonio College (ACCD)
- Our Lady of the Lake University
- St. Mary's University
- Trinity University
- The University of Texas-San Antonio (UTSA)
- The University of Texas Health Science Center-San Antonio
- University of the Incarnate Word

Job Training

The programs listed under the *Job Training* category make participant employment their goal. The category has been subdivided into job training for persons with disabilities, for military and ex-military personnel and their families, offenders, welfare-to-work, and general workforce development. Many of the agencies listed have multiple programs and many of the programs have multiple locations.

The Job Training category has been subdivided by the target populations as follows:

- Workforce Development
- Economically Disadvantaged
- Military Personnel
- Offenders
- Disabilities

Programs included in the workforce development subcategory target various populations.

Every program listed in the *Job Training* category was contacted for information regarding the number of people served, eligibility criteria for participation in their programs, and how they determine the types of training programs needed. This information was used to determine the degree to which employers drove the development and implementation of job related training programs.

Almost half or 21 of the 44 programs listed under the *Job Training* category target employment for persons with disabilities. These programs tend to be operated by state agencies and private for- and non-profit entities. These include services for persons with mental illness and mental retardation, blind and visually impaired, persons with physical disabilities, and chronic illness such as epilepsy. Some of these programs focus on competitive employment for the populations they serve while others provide sheltered employment environments. The abilities and limitations of the persons being served determined the types of training offered for most of these programs.

Another six programs serve military personnel, ex-military, and their dependents. One military sponsored program targets disabled veterans, another homeless veterans. Most offer counseling, job referral, and job placement services. The needs and interests of the veterans and military dependents drive the military operated programs.

Six programs concentrate on Temporary Assistance for Needy Families (TANF) eligible persons and other low-income or economically disadvantaged persons. The City of San Antonio or private vendors operate all of these programs. One program places TANF clients in Home Depot Stores, another prepares them for work in the field of early childhood development. None of these programs targeted work beyond the entry level.

Twelve programs serve a variety of populations and provide "traditional" workforce development services such as basic skills training, work experience, job placement, and aptitude testing as well as training for a specific job or placement in a specific industry.

Workforce Development Programs

Of the 12 programs that offer general workforce development services only three identified themselves as employer driven. Several programs indicated that employer outreach is limited or that outreach consists of flyers, newsletters and brochures regarding the services provided.

Less than one-third of the programs listed in the *Job Training* category provided an unduplicated count of the people they served in fiscal 2000. Among the programs that did not make the number of persons served available was Alamo Workforce Development. However, the programs that responded serve fewer than 15,000 people suggesting only a fraction of the people who could benefit from job training actually receive it.

Information also was requested from the Texas Workforce Commission (TWC) regarding the number of people served through Alamo Workforce Development. TWC was not able to provide an unduplicated count. Therefore, the information provided could not be used because it was not possible to determine how many times an individual may have been counted.

The Better Jobs initiative should closely examine the job training programs currently in place to determine whether these programs can meet the needs of area employers. Successful workforce development programs must be employer driven. There must also be an aggressive effort to determine how many people have actually obtained jobs as a result of the job training they received so that the success of the programs that exist can be assessed.

Life Skills/Job Preparation

The *Life Skills/Job Preparation* category includes programs that enable potential employees develop proper work habits, work responsibility, financial literacy, and parenting. Parenting is included for two reasons. Proper parenting allows an employee to focus on their job while at work properly parented children are less likely to have problems. Further, if a child is properly parented, the child is more likely to become an employed, contributing member of society.

This category also encompasses pre-employment and job preparation programs that help job seekers write resumes or practice effective interview techniques, identify appropriate work with career exploration and aptitude testing, and locate potential employers through job search activities.

MGT placed programs focusing on persons separating from the military service within this category. Further, programs designed to promote independent living and employment of persons with disabilities has been included.

In addition, agencies and programs that make resource and reference information available to job seekers or potential job seekers were included. However, programs that strictly provided social services such as psychological counseling, anger management, or coping skills were not included.

Of the 67 entries in this category about a dozen programs listed in this category offer parenting, family unity or other services designed to help families' function and stay together. Most of these also offer other types of life skills training. A few programs focus on specific populations such as women, separating military personnel, persons with disabilities, and Temporary Assistance for Needy Families (TANF) eligible persons. The remainder concentrate on services designed to help people find an appropriate career or job, develop the skills needed for employment, or obtain job experience.

Economic Development

A key ingredient of any effort to improve the economic standing of a community is economic development. The *Economic Development* category examines the organizations and initiatives that contribute to San Antonio's economic health.

San Antonio has numerous chambers of commerce. These include:

- Greater San Antonio,
- Hispanic,
- African-American,

- Alamo City,
- Alamo Heights,
- North San Antonio,
- Randolph-Metrocom,
- South San Antonio,
- Taiwanese,
- Westside, and
- San Antonio Women's.

The common goal of these organizations is a desire to increase business opportunities in San Antonio and for their member organizations.

San Antonio boasts a number of coordinated economic development organizations and projects. These include the Greater San Antonio Chamber of Commerce (GSACC) that has played key role in the economic development of San Antonio for the past 105 years. The GSACC played a major role in the creation of San Antonio River Authority and the San Antonio Education Partnership. It was instrumental in several military bases to the area.

The Greater Kelly Development Authority's primary goals are to preserve or create jobs and to develop Kelly Air Force Base into a world-class industrial park that will serve as an economic engine to continually generate jobs for the San Antonio region.

The San Antonio Economic Development Foundation is a not-for-profit organization, founded and supported by the business community of San Antonio for the purpose of recruiting new manufacturing, office, research and development, warehousing and distribution operations to our community.

The City of San Antonio Economic Development Division's is discussed in greater detail elsewhere in this report.

San Antonio appears to have the economic development resources in place to continue to improve the economic condition of the city if they are well coordinated with each other and educational and workforce entities. The Community Success Benchmarks of the Better Jobs initiative discussed later in this report should help to accomplish that goal.

Other Services

Some of the programs or services the report identified as relevant to the vision of Better Jobs simply did not fit gracefully into any of the preceding categories.

Included within this category are:

- Programs providing financial assistance to students so that they may remain in school or seek a secondary education at an institution of higher learning,
- Agencies offering technical assistance to businesses,

- Educational foundations,
- Programs for educators,
- Regulatory agencies, and
- Resources such as directories and hotlines for career or business information.

All of the programs or services included in this category could contribute significantly to enhancing either the educational attainment or economic well-being of San Antonio's residents. The category has been subdivided as follows:

- Educational Foundations
- Educators
- Financial Aid
- Leadership
- Military
- Regulatory
- Resource
- School/Business Partnerships
- Self-employment
- Seniors
- Support Services